

# Town of Hampden, Maine



## Comprehensive Plan 2001

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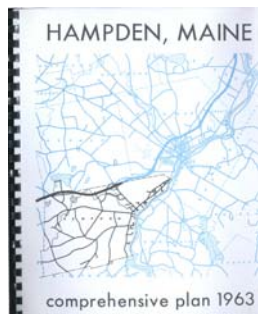
### IMPLEMENTATION



The Hampden Comprehensive Plan is developed and written to provide guidance for the physical development of the community. Following the general guidelines of the Maine Growth Management Program and the practices of land use planning, the Plan is developed in a series of informational data elements which are then analyzed against Town goals and policies, and then synthesized into a Comprehensive Land Use Plan and policy document. While the Plan is intended to provide strong direction for the future development of the Town; it is not intended to represent an end state, but to represent a tool to be used in the day to day decisions made by the various Town boards and committee. The plan should not represent an end state to be achieved in ten or twenty years, but a tool to be used to aid in the day to day decisions of the Town's boards and committees.

The citizens of Hampden have varying opinions as to the appropriate development and direction the Town should take, and that is recognized in this plan. Further, opinions on utilizing land use regulation as a means of achieving that development and direction also vary. The Plan will attempt to balance the private property rights of the individual with the goals and objectives the Town as a whole and with applicable state and federal regulations.

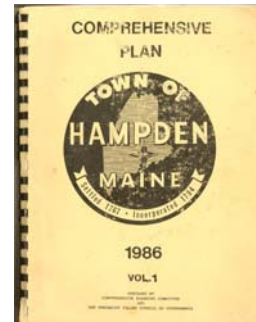
Hampden's efforts in land use planning date back to 1963 when for the first time, the Town developed a Comprehensive Plan to give direction



to the physical development of the community. The Plan was developed at a time of extremely rapid growth, which occurred without the most basic land use controls. In the words of the 1963 Plan "The Comprehensive Plan recommends that these problems be met with a radical and concerted community improvement

program employing all of the resources the community can marshal." The 1963 Plan provided strong recommendations for improvements to the infrastructure and a land use plan for the community.

After another 20 years of moderate to rapid growth, the Town began the development of a second Comprehensive Plan, building on the first and all that had been learned from its experience in land use planning, regulation, and growth management. While the 1986 Plan did not provide the forceful direction of the earlier Plan, it did highlight inconsistencies in existing policies, and recommended changes in process and



policy.

The development of this, the third Comprehensive Plan, is aimed at providing direction to the Town's land use policy, the location and timing of infrastructure development, and the efficient provision of services. To guide the Town's development, the following goals have been established:

### HAMPDEN COMPREHENSIVE PLAN GOALS

- To encourage orderly growth and development in appropriate areas of the Town, while protecting the rural character, making efficient use of public services and preventing development sprawl;
- To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development;
- To promote an economic climate which increases job opportunities and overall economic well-being;
- To encourage and promote affordable, decent

housing opportunities for all Hampden residents;

- To protect the quality and manage the quantity of the Town's water resources, including ponds, rivers, streams, wetlands and aquifers;
- To protect the Town's natural resources, including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas and unique natural areas;
- To enhance the Town's marine resources, marina, and ports from incompatible development and to promote access to the shore for the public and appropriate development;
- To preserve and protect the Town's agricultural and forest resources from incompatible development;
- To preserve the Town's historic and archeological resources; and
- To promote and protect the availability of outdoor recreation opportunities for all Hampden residents, including access to surface waters.

**STATE MANDATE** Comprehensive planning is mandated in Maine State Law. To be sure, Hampden citizens and officials have set forth



goals that are based on those set forth in the Growth Management Program of the State of Maine. The reader of this plan should acknowledge State law mandates that Hampden produce a comprehensive plan and that it must conform to

the standards set forth in Title 30A Section 4312 - 4331.

**Legislative purpose.** The Legislature declares that it is the purpose of this Act to: Establish local comprehensive planning and land use management in each municipality of the State. Encourage

municipalities to identify the tools and resources to effectively plan for and manage future development within their jurisdictions with a maximum of local initiative and flexibility. Encourage local land use ordinances, tools and policies based on local comprehensive plans; Incorporate regional considerations into local planning and decision making so as to ensure consideration of regional needs and the regional impact of development. Provide for continued direct state regulation of development proposals that: occur in areas of statewide concern; impact natural resources of statewide significance, or affect vital state interests. And, encourage the widest possible involvement by the citizens in the planning and implementation process thus ensuring that the comprehensive plans have the benefit of citizen input.

**Local Growth Management Program.** A local growth management program shall include at least a comprehensive plan, as described in subsections 1 to 4, and an implementation program as described in subsection 5. 1991, c. 722, §7 (amd); §11 (aff).

**Inventory and analysis.** A comprehensive plan shall include an inventory and analysis section addressing state goals and issues of regional or local significance the municipality considers important. The inventory must be based on information provided by the State, regional councils and other relevant local sources. The analysis must include 10-year projections of local and regional growth in population and residential, commercial and industrial activity; the projected need for public facilities; and the vulnerability of and potential impacts on natural resources.

The inventory and analysis section must include, but is not limited to:

- *Economic and demographic data* describing the municipality and the region in which it is located;
- *Significant water resources* such as lakes, aquifers, estuaries, rivers and coastal areas

and, where applicable, their vulnerability to degradation;

- *Significant or critical natural resources*, such as wetlands, wildlife and fisheries habitats, significant plant habitats, coastal islands, sand dunes, scenic areas, shorelands, heritage coastal areas as defined under Title 5, section 3316, and unique natural areas;
- *Marine-related resources* and facilities such as ports, harbors, commercial moorings, commercial docking facilities and related parking, and shell fishing and worming areas;

*Hampden Waterfront Study, 1990*



- *Commercial forestry and agricultural land*;
- *Existing recreation, park and open space areas* and significant points of public access to shorelands within a municipality;
- *Existing transportation systems*, including the capacity of existing and proposed major thoroughfares, secondary routes, pedestrian ways and parking facilities;
- *Residential housing stock*, including affordable housing;
- *Historical and archeological resources* including, at the discretion of the municipality, stone walls, stone impoundments and timber bridges of historical significance;
- *Land use information* describing current and projected development patterns; and
- *An assessment of capital facilities and public services* necessary to support growth and development and to protect the environment and health, safety and welfare of the public and the costs of those facilities and services.

**Policy development.** A comprehensive plan must include a policy development section that relates the findings contained in the inventory and analysis section to the state goals. The policies must:

- Promote the state goals under this subchapter;
- Address any conflicts between state goals under this subchapter;
- Address any conflicts between regional and local issues; and
- Address the State's coastal policies.

**Implementation strategy.** A comprehensive plan must include an implementation strategy section that contains a timetable for the implementation program, including land use ordinances, ensuring that the goals established under this subchapter are met. These implementation strategies must be consistent with state law and must actively promote policies developed during the planning process. The timetable must identify significant ordinances to be included in the implementation program. The strategies and timetable must guide the subsequent adoption of policies, programs and land use ordinances. In developing its strategies and subsequent policies, programs and land use ordinances, each municipality shall employ the following guidelines:

- Identify and designate at least two basic types of geographic areas:
  - *Growth areas*, which are those areas suitable for orderly residential, commercial and industrial development or any combination of those types of development, forecast over the next 10 years. Each municipality shall:
    - Establish standards for these developments;
    - Establish timely permitting procedures;
    - Ensure that needed public services are available within the growth area; and
    - Prevent inappropriate development in natural hazard areas, including flood plains and areas of high erosion; and
  - *Rural areas*, which are those areas where



protection should be provided for agricultural, forest, open space and scenic lands within the municipality. Each municipality shall adopt land use policies and ordinances to discourage incompatible development.

These policies and ordinances may include, without limitation: density limits; cluster or special zoning; acquisition of land or development rights; or performance standards. A municipality is not required to identify growth areas for residential growth if it demonstrates that it is not possible to accommodate future residential growth in these areas because of severe physical limitations, including, without limitation, the lack of adequate water supply and sewage disposal services, very shallow soils or limitations imposed by protected natural resources; or it demonstrates that the municipality has experienced minimal or no residential development over the past decade and this condition is expected to continue over the 10-year planning period. A municipality exercising the discretion afforded by this paragraph shall review the basis for its demonstration during the periodic revisions undertaken pursuant to section 4327;

- Develop a *capital investment plan* for financing the replacement and expansion of public facilities and services required to meet projected growth and development;
- Protect, maintain and, when warranted, improve the *water quality* of each water body pursuant to Title 38, chapter 3, subchapter I, article 4-A and ensure that the water quality will be protected from long-term and cumulative increases in phosphorus from development in great pond watersheds;
- Ensure that its land use policies and ordinances are consistent with applicable state law regarding *critical natural resources*. A municipality may adopt ordinances more stringent than applicable state law;
- Ensure the preservation of *access to coastal waters* necessary for commercial fishing,

commercial mooring, docking and related parking facilities. Each coastal municipality shall discourage new development that is incompatible with uses related to the marine resources industry.

- Ensure the *protection of agricultural and forest* resources. Each municipality shall discourage new development that is incompatible with uses related to the agricultural and forest industry;
- Ensure that its land use policies and ordinances encourage the siting and construction of *affordable housing* within the community and comply with the requirements of section 4358 pertaining to individual mobile home and mobile home park siting and design requirements. The municipality shall seek to achieve a level of 10% of new residential development, based on a 5-year historical average of residential development in the municipality, meeting the definition of affordable housing. Municipalities are encouraged to seek creative approaches to assist in the development of affordable housing, including, but not limited to, cluster zoning, reducing minimum lot and frontage sizes, increasing densities and use of municipally owned land;
- Ensure that the value of *historical and archeological resources* is recognized and that protection is afforded to those resources that merit it;
- Encourage the availability of and access to traditional *outdoor recreation opportunities*, including, without limitation, hunting, boating, fishing and hiking; and encourage the creation of greenbelts, public parks, trails and conservation easements. Each municipality shall identify and encourage the protection of undeveloped shoreland and other areas identified in the local planning process as meriting that protection; and
- Develop *management goals for great ponds* pertaining to the type of shoreline character, intensity of surface water use, protection of resources of state significance and type of

public access appropriate for the intensity of use of great ponds within a municipality's jurisdiction.

**Regional coordination program.** A regional coordination program must be developed with other municipalities to manage *shared resources and facilities*, such as rivers, aquifers, transportation facilities and others. This program must provide for consistency with the comprehensive plans of other municipalities for these resources and facilities.

**Implementation program.** An implementation program must be adopted that is consistent with the strategies in subsection 3.

The development of the Comprehensive Plan is achieved through the development of several interconnecting subplans. It is the Comprehensive Plan's goals listed above which provide the coordination and interconnection between the various plans. To be included are:

- Housing Plan
- Economic Development Plan
- Community Facilities Plan, to include;
  - Community Preservation Plan
  - Transportation Plan
  - Utilities Plan
  - Open Space & Recreation Plan
- Land Use Plan

### GEOGRAPHIC DESCRIPTION

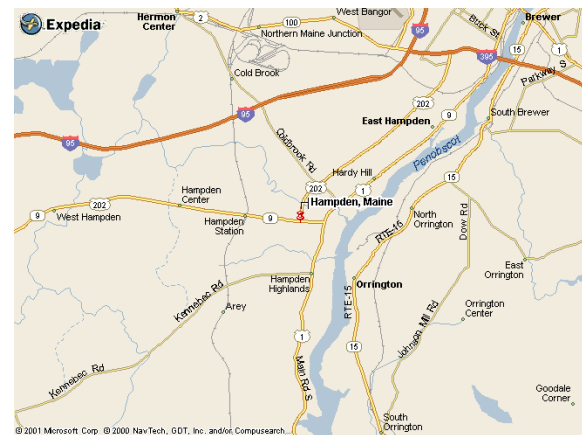
Hampden is located in southern Penobscot County, along the west bank of the Penobscot River and immediately south of the City of Bangor. It is bordered by the Town of Hermon and the City of Bangor to the north, the City of Brewer and the Town of Orrington to the east, the Town of Winterport to the south, the Town of Newburgh to the west, and the Town of Carmel to the northwest. Hampden is approximately 60 miles north of the City of Augusta, the capitol of Maine.



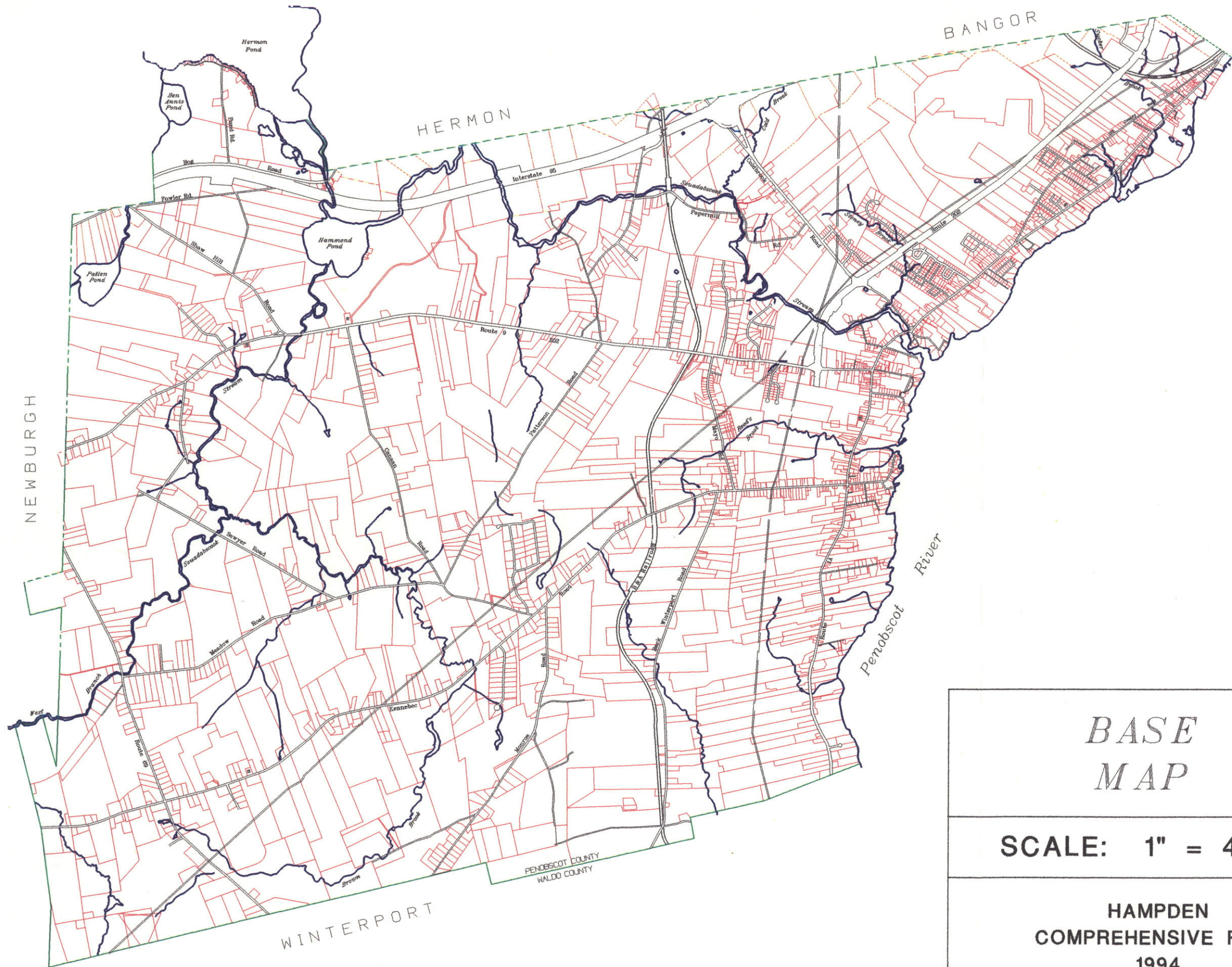
Approximately 90 percent of Hampden is forested, 5 percent is used for agricultural purposes, and the remaining 5 percent is developed.

### ACKNOWLEDGMENTS

This plan would not have been possible without the efforts those dedicated members of the Comprehensive Plan Committee, Planning Board, Conservation Committee, Historic Preservation Commission, Recreation Committee, Economic Development Committee, Town Councilors, citizens and staff members with the common goals of preserving what makes the Town of Hampden special and striving to make it better.







*BASE  
MAP*

**SCALE: 1" = 4,000'**

**HAMPDEN  
COMPREHENSIVE PLAN  
1994**



**Overview** Hampden's population has shown continuous, but slowing growth over the past several decades. Hampden's growth rate has been higher than that of most nearby communities and considerably higher than Penobscot County's. The pattern for household formation has shown similar continuous growth, while household size has followed the national and regional trends of decline. Income levels in Hampden are higher than in many surrounding communities - and the County as a whole - and poverty levels are lower.

Population and demographic patterns directly affect nearly every other topic addressed in this plan. In particular, they impact housing demand and the Town's ability to provide adequate and appropriate municipal services. For example, the need for such services as roads, schools, recreation areas, etc. relates directly to population change. Population variations and patterns have also impacted, and been impacted by, the history and economy of the Town.

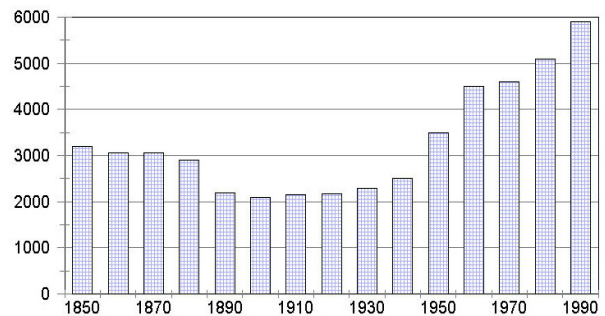
## INVENTORY AND ANALYSIS

**Population Patterns and Trends.** In the 1850's, the Town of Hampden had over three thousand residents. Population dropped during the second half of the 19th century, then began to slowly rebound in the decades prior to World War II. Hampden's recent history (1940 - 1990) has been one of fairly rapid growth, in excess of 10% averaged over the last four decades. 1940 to 1950 was the decade with the greatest increase of 39%. The Town's population actually declined from 1850 to the turn of the century, when it leveled off at around 2,300 people.

It was not until after World War II that the suburbanization of Hampden occurred. Hampden, adjacent to Bangor, but still relatively undeveloped, became a popular choice for those looking to build a home and raise a family in a less urban environment. In the 1960's, rapid, unplanned growth generated a recognition of the need for the development of a comprehensive plan and the adoption of land use regulations. With a population of 4,545 and a projected doubling in 40 years, the 1963 plan laid out an ambitious program

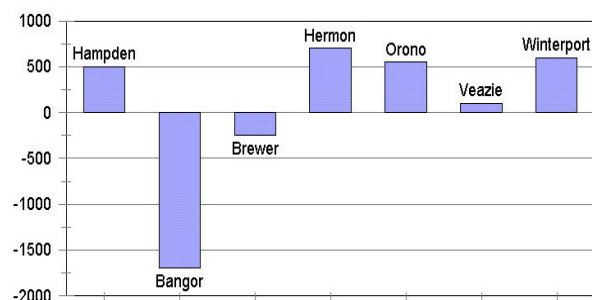
of infrastructure improvements to support the growing suburbanized portion of Hampden. By 1970, the rate of growth had slowed significantly. In the decade of the 1960's the growth rate was only 2.4 percent, for the 1970's the rate jumped to 11.8 percent. Hampden, in 1990, has a population of just less than 6,000.

*Population Chart 1. Historic Population from 1850 to 1990. Source: US Census*



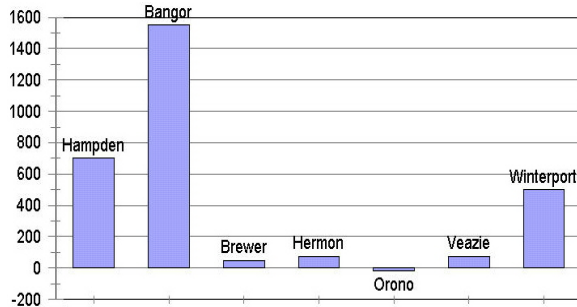
**Regional Trends.** Area communities grew at different rates. Hampden, Hermon and Winterport were the three consistently rapid growing communities throughout the last two decades; while Bangor and Brewer actually went through periods of no growth or decline. The graphs which follow indicate the actual numbers of population growth or decline. The smaller size of the suburban communities make the percentage change even greater.

*Population Chart 2. Population Change from 1970 to 1980. Source: US Census*



## POPULATION - 2

*Population Chart 3. Population Change from 1980 to 1990. Source: US Census*



*Population Table 1. Population and Rates of Growth: Hampden and Bangor: 1900 - 2000*

Year	Hampden		Bangor	
	Total	Growth	Total	Growth
1900	2,182		21,850	
1910	2,380	9	24,803	14
1920	2,352	-1	25,978	5
1930	2,417	3	28,749	11
1940	2,591	7	29,822	4
1950	3,608	39	31,558	6
1960	4,545	27	38,912	23
1970	4,693	2	33,168	-15
1980	5,250	12	31,643	-5
1990	5,974	14	33,181	7
2000	6,327	5.9	31,473	-5.1

Source: US Bureau of the Census

Further comparison among area communities highlights that Hampden has characteristics of a suburban community with a mixture of urbanized and rural development patterns. The Town's population density is far less than those of the surrounding urban areas, but twice that of other more rural communities. Hampden's median age is the lowest, with the exception of Orono, which is highly influenced by the University's student population. The portion of Hampden's housing stock made up of single family homes is very high and is closer in percentage to surrounding rural

communities than urban ones. Analysis of Hampden's housing stock and housing trends will be reviewed in the Housing Section.

*Population Table 2. Population Levels and Rates of Growth: Hampden, Bangor, Hermon, Penobscot County and State of Maine: 1970 - 2000*

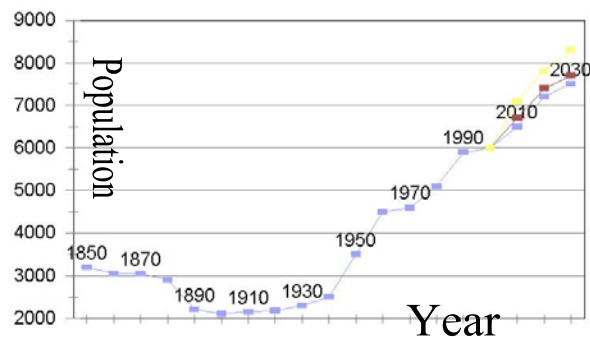
Popu-lation	1970	1980	1990	2000
Hampden				
Total	4,693	5,250	5,974	6,327
%		12%	14%	5.9%
Bangor				
Total	33,168	31,643	33,181	31,473
%		-5%	4.9%	-5.1%
Hermon				
Total	2,376	3,170	3,755	4,437
%		33%	18.5%	18.2%
Penobscot County				
Total	125,393	137,015	146,601	144,919
%		9%	7%	-1%
State of Maine				
Total	993,722	1,125,043	1,227,928	1,274,923
%		13%	9%	4%

Source: US Census

Given the above growth patterns and the following discussion natural increase v. in-migration, etc., there is no reason to assume that Hampden's population will stop growing or decline unless two events were to occur separately or together: a) the Town took a pro-active position to slow and/or stop growth through adoption of severely restrictive zoning; and/or b) the economy and the population stayed relatively stagnant with little out or in-migration, thereby aging to the point where there were fewer and fewer births among the residents of the Town.

**Population Projections.** What are the likely changes in Hampden's population in years to come? Are the present trends likely to continue? Many factors affect local population growth such as economic conditions, interest rates, building costs, availability of develop-able land, and changes in social structure. In order to plan for future development and services a reasonable projection of future population changes should be undertaken. In the past population growth was viewed as positive and projections which project growth were looked on favorably. For the purposes of this plan population projections developed by the Department of Human Services, Bureau of Data Research were used as well as historical census data. Local building permit data, which is the most current indicator of housing starts, was used to verify if any significant changes were taking place. *Population Table 3* compares Hampden's projected growth with that of other area communities. Based on the Department of Human Services projections the town will grow slightly more than 10% by the year 2000. By 2006, Hampden's population is projected at 6,942 persons. *Population Chart 4* indicates three different population scenarios using various rates of growth; 9.35% based on the Bureau of Data Research's projections, 10.33% based on the growth rate of the 1980's, and finally, 12.25% based on the growth rate for the last two decades.

*Population Chart 4.* Population Projections for 2000 through 2020 at Growth Rates of 9.35% (blue), 10.33% (red) and 12.25 % (yellow).



Source: Bureau of Data Research

The latest building permit data from the Code Enforcement Office as discussed in the Housing Section still averages approximately 30 new homes per year. One feature of the 1990's which is missing is multi-family development which was strong in the 1980's but almost disappeared in the '90's.

*Population Table 3.* Population projections by age group. Source: DHS Projections

Age	1990	2000	% Change
<b>Hampden</b>			
Under 5	405	409	.99%
5 -17	1,069	1,050	-1.78%
18 - 44	2,542	2,660	4.64%
45 - 64	1,359	1,783	31.20%
Over 65	602	689	14.45%
Total	5,977	6,591	10.27%
<b>Hermon</b>			
Under 5	163	162	-0.61%
5 -17	570	443	-22.28%
18 - 44	1,587	1,630	2.71%
45 - 64	769	1,008	31.08%
Over 65	355	407	14.65%
Total	3,444	3,650	5.98%
<b>Penobscot County</b>			
Under 5	9,605	8,938	-6.94%
5 -17	24,764	25,142	1.53%
18 - 44	64,712	61,882	-4.37%
45 - 64	26,997	33,145	22.77%
Over 65	17,613	18,988	7.81%
Total	143,691	148,095	3.06%

**Seasonal Population.** Hampden does not have a significant seasonal population. In 1980, the Census listed just 18 housing units out of 1,870 total units as seasonal properties (0.96%). By 1990, the number of seasonal properties had increased to 38 units out of a total of 2,236 housing units, or 1.63%. Although the number

and percentage of seasonal homes in Hampden increased over the course of the decade, a significant increase in the number of seasonal homes in Hampden is not expected. The community does not offer the lake or coastal location that generally attracts a high percentage of vacation or seasonal homes. It is likely that many of the homes classified as seasonal in Hampden are occupied by retirees who live in Hampden during the summer and migrate during the winter months to a more temperate climate. Assuming that the typical profile of this population is a retired couple, the average household size would be two people or less, resulting in a seasonal population of about 75 people in 1990.

*Population Table 4. Components of Hampden Population Change 1980 - 1990*

	# of People	% of Change
Total 1980 Population	5,250	
Births 1980 - 1989	758	
Deaths 1980 - 1989	333	
Natural Increase	+425	58.7%
Net Migration 1980 - 1989	+299	41.3%
1990 Population	5,974	
Sources: U.S. Census; Maine Vital Statistics, Maine Department of Health and Human Services		

**Components of Population Change.** Natural increase (or decrease) determines population change within a community and net migration into the community. Natural increase or decrease is the difference between the number of births and deaths in a community. Net migration is the difference between the number of people moving into and out of a community. From 1930 to 1950, 75% of Hampden's population growth was attributable to net migration into the community. More recently, natural increase is playing an increasingly significant role. Nearly 60% of Hampden's population growth between 1980 and

1990 was attributable to natural increase (see *Population Table 4*).

**Age Distribution.** In comparing changes in Hampden's age distribution between the 1980 and 1990 Census (see *Population Table 5*.) several changes are noteworthy. During that interim period, the percentage of the population age 10-29 decreased from 33.4% to 26.0%, a decrease of 199 people. This change shows a shrinking middle and high school age population, and fewer people in their 20's staying in, or moving to, Hampden.

The age group increasing most in number and as a percentage of the population are people between the ages of 35 and 44. This group increased from 690 people and 13.1% of the population in 1980, to 1,150 and 19.2% of the population in 1990. This reflects the aging of the Baby Boom Generation and Hampden's role in the region as a desirable residential community in which to raise children. Hampden's role as a desirable place to raise children is further borne out by the increase in the number of children age 0-9 over the time period. The number of children in this age group increased by 61, while the number of children between the ages of 10 and 19 decreased by 77. Adults between the ages of 30 and 44 are in their prime child rearing years and are a strong demographic for buying a "move up" home to accommodate a growing family.

Hampden also had a large increase in the number of residents age 55-64, a group that increased by 185 people over the course of the decade. The percentage of residents ages 65 or over also increased, with the largest percentage gain among those age 75 and over (60.9%). The aging of the Baby Boom Generation is reflected in the changes in the age profile of Hampden's, Bangor's, Hermon's, and Penobscot County's populations between the 1980 and 1990 Census.

## POPULATION - 5

*Population Table 5. Age Distribution and Percentage Change of Hampden Population 1980 - 1990*

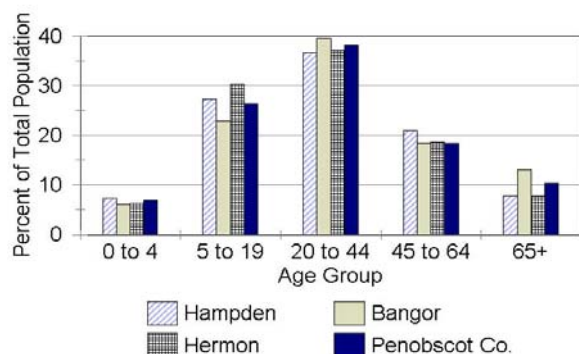
Age	1980		1990		change
	#	%	#	%	%
<5	384	7.3	403	6.7	4.9
5 - 9	443	8.4	485	8.1	9.5
10 -14	475	9.0	462	7.7	-2.7
15 -19	514	9.8	450	7.5	-12.5
20 - 24	354	.7	297	5.0	-16.1
25 -29	410	7.8	345	5.8	-15.9
30 - 34	475	9.0	537	9.0	13.1
35 - 39	390	7.4	594	9.9	52.3
40 - 44	300	5.7	556	9.3	85.3
45 - 49	344	6.6	400	6.7	16.3
50 - 54	316	6.0	304	5.1	-3.8
55 - 59	232	4.4	331	5.5	42.7
60 - 64	203	3.9	289	4.8	42.4
65 - 69	149	2.8	177	3.0	18.8
70 - 74	123	2.3	122	2.0	-.08
75+	138	2.6	222	3.7	60.9
Total	5250	100.	5974	100.	13.8
Source: U.S. Census					

The median age of the population in each geographic area increased by between four and five years. In Hampden, the number of people age 20 and over increased by 740, while the size of the school age population (ages 5-19) declined by 35 people. The largest increase in people was in the age 20-44 cohort. The age 65+ category had the highest percentage rate of growth. There was a slight increase in the 0-4 age bracket, which is likely a reflection of the children of the first wave of the Baby Boom Generation entering their child rearing years. As *Population Table 6* shows, between 1980 and 1990, Hampden's population grew at nearly twice the rate of Penobscot County (13.8% vs. 7.0%) and nearly three times the rate of Bangor (13.8% vs. 4.9%).

*Population Table 6. Age Distribution and Age Rates of Growth: Hampden, Bangor, Hermon, and Penobscot County*

Age in Years	1980		1990		change
	#	%	#	%	%
Hampden					
0 - 4	384	7.3	403	6.7	4.9
5 - 19	1,432	27.3	1,397	23.4	-2.4
20 -44	1,929	36.7	2,329	39.0	20.7
45 - 64	1,095	20.9	1,324	22.2	20.9
65+	410	7.8	524	8.7	27.1
Total	5,250	100.	5,974	100.	13.8
Median	30.5		35.1		
Bangor					
0 - 4	1,918	6.1	2,351	7.1	22.6
5 - 19	7,236	22.9	6,186	18.6	-14.5
20 - 44	12,502	39.5	14,607	44.0	16.8
45 - 64	5,830	18.4	5,509	16.6	-5.5
65+	4,157	13.1	4,528	13.6	8.9
Total	31,643	100.	33,181	100.	4.9
Median	27.7		32.1		
Hermon					
0 - 4	201	6.3	236	6.3	17.4
5 - 19	960	30.3	876	23.3	-8.0
20 - 44	1,173	37.0	1,475	39.3	25.7
45 - 64	592	18.7	825	22.0	39*.4
65+	244	7.7	343	9.1	40.6
Total	3,170	100.	3,755	100.	18.5
Median	30.0		33.9		
Penobscot County					
0 - 4	9,309	6.8	9,601	6.5	3.1
5 - 19	36,151	26.4	32,365	22.1	-10.5
20 -	52,142	38.1	59,973	40.9	15.0
45 -	25,255	18.4	27,702	18.9	9.7
65+	14,158	10.3	16,960	11.6	19.8
Total	137,015	100.	146,601	100.	7.0
Median	28.1		32.5		
Source: U.S. Census					

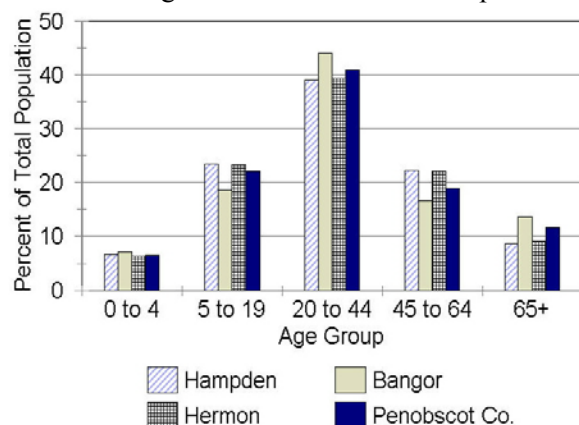
*Population Chart 5. 1980 Age Distribution for Hampden, Bangor, Hermon and Penobscot County as a Percentage of Each Area's Total Population*



In 1990, Hampden had a higher percentage of people age 45 to 64 than Bangor or Penobscot County, and about the same percentage as Hermon. Compared to Penobscot County and Bangor, a smaller percentage of Hampden residents are over age 65 (see *Population Chart 6*).

The size of the school age population (ages 5-19)

*Population Chart 6. 1990 Age Distribution for Hampden, Bangor, Hermon and Penobscot County as a Percentage of Each Area's Total Population*



declined in Hampden, Hermon, Bangor, and Penobscot County (see *Population Table 6*). However, compared to the other communities, the 2.4% decline in Hampden was significantly smaller, reflecting Hampden's role as a preferred place to raise children.

**Number and Size of Households.** *Population Table 7* shows the number and rates of growth of

households, in Hampden Bangor, Hermon, Penobscot County and the State. Hampden, Bangor, Hermon, the County and the State have shown continued household formations. Each, in fact, has shown greater growth from 1970 to 1980 than in the next decade. Hampden and Bangor's growth has been fairly steady; while Hermon, the County and the State have shown a much more precipitous drop in growth of households from 1980 to 1990.

*Population Table 7. Number of Households and Rates of Growth: Hampden, Bangor, Hermon and Penobscot County and State of Maine*

Household	1970	1980	1990	2000
<b>Hampden</b>				
Total	1,345	1,729	2,188	2,779
Growth		0.29	0.27	0.27
<b>Bangor</b>				
Total	10,131	11,772	13,392	15,267
Growth		0.16	0.14	0.14
<b>Hermon</b>				
Total	596	1,000	1,345	1,816
Growth		0.68	0.35	0.35
<b>Penobscot County</b>				
Total	36,205	45,974	54,063	63,794
Growth		0.27	0.18	0.18
<b>State of Maine</b>				
Total	301,95	395,18	465,31	547,67
Growth		0.31	0.18	0.18
Sources: U.S. Census, year 2000 estimates are linear extrapolations				

*Population Table 8.* shows the size of households and rate of growth. The household sizes in the Table reflect trends that are similar to the household formation patterns discussed above. The primary difference in the comparisons, however, is the fact that while the growth in the number of new households is slowing; the respective family sizes are actually decreasing.

Increasing population and number of households with decreasing household sizes lead to greater housing demand than might otherwise have been indicated. These issues are explored in greater depth in the Housing Section.

<i>Population Table 8</i> Household Size and Rates of Growth: Hampden, Bangor, Hermon, Penobscot County and State of Maine				
Household	1970	1980	1990	2000
Hampden				
Size	3.44	3.03	2.73	2.46
Growth Rate		-0.12	-0.10	-0.10
Bangor				
Size	2.98	2.49	2.31	2.15
Growth Rate		-0.16	-0.07	-0.07
Hermon				
Size	3.60	3.16	2.79	2.46
Growth Rate		-0.12	-0.12	-0.12
Penobscot County				
Size	3.24	2.80	2.57	2.36
Growth Rate		-0.14	-0.08	-0.08
State of Maine				
Size	3.16	2.75	2.58	2.42
Growth Rate		-0.13	-0.06	-0.06
Sources: U.S. Census, year 2000 estimates are linear extrapolations				

**Household Characteristics.** Hampden is primarily a suburban community but also has a mixture of urban and rural development patterns. Hampden's population density in 1990, at 156.8 persons per square mile, was far lower than the population densities of Bangor, (961.8 persons per square mile), Brewer (597.4 persons per square mile), and other nearby urban areas, but was significantly higher than the population density of Penobscot County (43.2 persons per square mile) or more rural communities such as Winterport (89.3 persons per square mile). In 1990, nearly nine out of every ten housing units in Hampden's housing stock were single family homes, more

comparable as a percentage of the total housing stock to nearby rural communities than to urban communities (see *Population Table 9*).

<i>Population Table 9</i> Comparative Data: 1990			
	Persons per unit	Persons per square mile	% Single - family
Hampden	2.86	156.8	87.9
Bangor	2.52	961.8	50.0
Brewer	2.67	597.4	64.9
Hermon	2.88	104.6	92.8
Orono	2.69	580.9	57.0
Veazie	2.61	563.1	80.0
Winterport	2.90	89.2	91.0
Penobscot County	2.74	43.2	75.8
Source: U.S. Census			

The increases in Hampden's population can be attributed to in-migration as well as natural increase. *Population Table 10* shows that in the period from 1980 to 1990 there were 994 births and 370 deaths for an increase of 624 persons. On average, Hampden has an increase of 48 persons per year (births in excess of deaths). The recorded population in 1990 showed an increase of 724 persons, approximately 200 more than can be attributed to natural increase.

The Town's birth rate peaked in the 1950's with 19.1 births per thousand populations.

From the 1930's to 1950 in-migration accounted for 75 percent of the Town's population increase. As of 1990 only 13 percent of the population increase can be attributed to in-migration.

In comparing 1970, 1980 and 1990 data a consistent pattern emerges. The percentage of the total population is relatively high in two categories: the 5 - 19-year-old group and the 30 - 39 year old age group. When the population is aged ten years, the 10 - 19 year old segment, now



20 - 29, is no longer in Hampden. The growth is in the 30 - 44-year-old age group. This is most likely caused by Hampden youth moving elsewhere and being replaced by older homeowners, presumably with children aged 0 - 19.

<i>Population Table 10</i> Hampden Natural Increase 1980 - 1990			
	Births	Deaths	Increase
1980	72	29	43.00
1981	71	30	41.00
1982	73	31	42.00
1983	67	30	37.00
1984	85	37	48.00
1985	87	35	52.00
1986	69	33	36.00
1987	82	37	45.00
1988	75	28	47.00
1989	77	43	34.00
1990	84	37	47.00
1991	72	37	35.00
TOTAL	914.00	407.00	507.00
Average	76.17	33.92	42.25

The population of Hampden, when divided into age group categories provides further detail of the structure of the population. The school age population 5 - 18 is a significant proportion of the population, as is the 30 - 44 age group. The 1980 age make-up and the 1990 make-up are very similar (see *Population Table 5*).

As might be expected, large segments of the population tend to leave Hampden at certain point in the age structure. This is not uncommon in many areas where children leave home and their community once they graduate from high school and/or college. A similar pattern also appears for persons in the age cohorts above 44 years. The 1990 age break down indicates that there are losses, although less severe, due to out-migration

in these age groups.

*Population Table 11* Estimated Per Capita Income and Rate of Growth: Hampden, Bangor, Hermon, Penobscot County, State of Maine, 1989

	1979	1989	% Change	% below poverty level in 1989
Hampden	\$6,411	\$11,689	82	6.5%
Bangor	6,185	11,152	80	15.0%
Hermon	5,458	9,627	76	7.2%
Penobscot County	5,593	9,876	77	13.0%
State of Maine	\$5,766	\$10,478	82	10.8%
Source: Maine Department of Labor				

**Household Income.** Personal income patterns concern the Town mainly through economic development and affordable housing issues, as discussed later. Income levels also affect the Town's economy and ability to raise revenue through taxes or fees, and may increase municipal General Welfare Assistance expenditures. This latter aspect should be of particular concern if the economy falters and there are larger numbers of families at the lower end of the income scale. Obviously, income relates directly to the ability to carry mortgages and impacts real estate values which in turn impacts the Town's ability to raise revenue through its primary source of income, the real estate tax. As evidenced in *Population Table 11*, Hampden's per capita income has risen at a rate greater than Bangor's, Hermon's, the County's and is equal to the State's. In a parallel vein, the percentage of persons below the poverty level in 1989 in Hampden is lower than the other areas discussed.

**POPULATION PLAN**

General Findings:

- Hampden's population growth did not keep pace with the state projections based on increases between 1980 and 1990 but did exceed 6,000 for the first time in its history.
- The population data is erratic for the past 30 years and without 2000 age distribution data projecting generalizations about age distribution is uncertain, however.
- Hampden's population is generally a normal distribution by age except that young people aged 10 to 29 are declining with young adults evidently leaving the area to find work and education opportunities.
- Hampden's population is aging as the baby boomers age but this is somewhat offset by (their children) aged 35 to 44 relocating to the area.

Development Policy:

- To provide a safe and desirable place to live from cradle to grave.
- To offer employment opportunities to all age groups to allow them to live in Hampden and to work in Hampden and surrounds.
- To create affordable housing opportunities for all income groups in Hampden.
- To accommodate the aging population of Hampden with housing that offers less barriers.

**Overview.** The evolutionary patterns of Hampden's housing development are reflective of the nation's suburbanization patterns as a whole: i.e., increasing single family development, increasing formation of households, and decreasing family size. Until recently, the trend was rapidly rising housing costs and resident incomes. However, lately, both housing prices and incomes have slowed their growth to the point where the single-family first time buyers market is more affordable than in recent memory. Housing

#### *Newly Constructed House*



prices rose dramatically in the 1970s and 1980s as women entering the workforce directed their entire second income into the purchase of a home. Housing prices tend to top out at around fifty percent of household income and this has now happened. Mortgage interest rates around 6 percent allow buyers to take on larger obligations. First time buyers may utilize State low interest loans. Still local and state government can take additional efforts to encourage affordability.

Housing characteristics are directly linked to the Town and region's demographics and land use patterns (see Population and Land Use chapters). Housing development (or stagnation) directly impacts the Town and surrounding area's economic base through construction jobs and materials purchases. The housing also provides options for future/expanding labor supply (see the Economy chapter). Housing has a major impact on overall Town valuations and tax assessments because the principal "real property improvements" in most communities is housing. The type and location of housing development has a major impact on Town services and road requirements, as well as the environment.

## INVENTORY AND ANALYSIS

**Number, Vacancy, Tenure, Condition, Age, and Type of Housing.** As seen in *Housing Table 1*, Hampden's housing stock has been growing at a

far faster rate than Bangor's, and slightly more than the County's, but somewhat less than Hermon's.

*Housing Table 1.* Number of Year-round housing units and rates of Growth: Hampden, Bangor, Hermon, and Penobscot County

	1980	1990	Change
Hampden	1,852	2,326	25.6%
Bangor	12,787	14,366	12.3%
Hermon	1,022	1,423	39.2%
Penobscot County	49,416	61,359	24.2%

Source: U.S. Census

*Housing Table 2* shows that Hampden had a smaller percentage of housing units with more than 1.01 persons per room than did Bangor, Hermon or the County in both 1980 and 1990. Each of the areas examined showed an improvement in overcrowding between 1980 and 1990; however, the most dramatic drop was in Hermon and the County as a whole.

*Housing Table 2.* Units with More Than 1.0. Persons per Room: a housing condition indicator - Hampden, Bangor, Hermon and Penobscot County, 1980 and 1990

	1980		1990		
	#	%	#	%	% change
Hampden	33	1.8	26	1.1	-21
Bangor	245	1.9	173	1.2	-29
Hermon	32	3.1	19	1.3	-41
Penobscot County	1467	2.9	961	1.6	-34

Source: U.S. Census

Hampden had a greater percentage of its housing in single family units in both 1980 and 1990 than did Hermon, the County or the state. Similarly it had the least amount of housing as mobile homes as indicated in *Housing Table 3*. All communities

showed declines in the percentage of single family housing and an increase in mobile homes in the same two periods.

<i>Housing Table 3. Housing units by structure type: Hampden, Hermon, Penobscot County and State of Maine</i>				
	1980		1990	
	#	%	#	%
<b>Hampden</b>				
Single	1,551	84	1,893	81
two or more	222	12	281	12
mobile home	79	4	152	7
<b>Hermon</b>				
Single	817	80	1,043	73
two or more	54	5	103	7
mobile home	151	15	277	19
<b>Penobscot County</b>				
Single	32,448	65	36,753	60
two or more	11,780	24	14,955	24
mobile home	5,723	11	9,751	16
<b>State of Maine</b>				
Single	294,827	69	378,41	66
two or more	99,661	23	124,86	22
mobile home	32,889	8	68,019	12
Source: US Census, Code Enforcement Office				

Mobile homes are one of the fastest growing affordable housing resources in the State of Maine as evidenced by Penobscot County which had a 5% growth rate in mobile homes between 1980 and 1990. The State which had a 4% increase. Bangor, which has numerous large mobile home parks, has 8.5% of its housing stock in mobile homes. Seventy-three mobile homes were added to Hampden's housing stock between the 1980 and 1990 Census. Mobile homes accounted for 6.5% of the community's housing stock in 1990. Between 1990 and 1998, permits were issued for 32 mobile homes, bringing the total number in the community to 184, and increasing the percentage

of mobile homes in Hampden's housing stock to 6.9%. All of the mobile homes added to the community since 1980 have been sited outside of Hampden's two mobile home parks.

The Town of Hampden's Code Enforcement Office shows that between 1982 and 1992, of the 418 single family homes constructed, 54% were constructed with on-site septic, and were generally outside of the "urbanized area." Of the mobile homes built in the same period, 92.7% are served by on-site septic. During this 10-year period, 19 buildings averaging six units per building were constructed as multi-family dwellings, for a total of 117 units. From 1982 to 1992, an average of 30 single-family homes per year, were constructed. The annual low was 15 dwellings and the high was 66 units. Between 1990 and 1998, building permits were issued for 279 single-family homes, an average of 31 homes a year. Included in the 1990 to 1998 total are 32 permits for mobile homes/manufactured housing.

From 1960 to present Hampden has built 1203 single family homes. The big growth decade was 1980s with 376 new homes. 1960s, 1970s and 1990s were about equal 240, 267 and 284 respectively. By tax map the big gainers were 1, 2, 4, 5, 7, 8, 9, 9a, 23, 26 with 663 of the new homes overall.

Where have the new homes been built? An analysis of year built from assessor's records indicate that the growth areas for new construction are the rural area and upper Main Road (see *Housing Table 4*). In the past 40 years, about 528 homes were built in the rural area of the Town and about 625 were built generally near the Route 1-A corridor where most have sewer and water and access to sidewalks and mass transit (but few actually have driveways that touch 1-A). Those homes are located closer to the destinations of work, school and shopping generally. They generate less miles and hours of driving than those in the hinterlands.

## HOUSING - 3

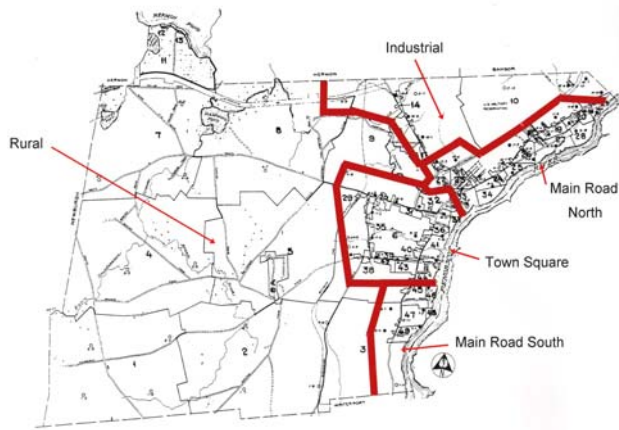
*Housing Table 4. New single family home construction by decade by tax map 1960 through 1999 also year 2000.*

Map	1960	1970	1980	1990	2000	total
1	8	20	24	10	1	63
2	1	40	24	18	5	88
3	5	1	3	9		18
4	6	22	23	17	9	77
5	7	14	19	20	3	63
5a		14	12	1		27
6	7	9	9	4		29
6a			8	24		32
7	8	14	14	11	4	51
7a				14	1	15
8	12	15	16	16	2	61
9	11	27	31	8	2	79
9a		11	39			50
9b			16	12	3	31
9c			11	27		38
10	1	1	2	4		8
10a			12	11		23
11	1	2	2	2		7
12	0	1	1			2
13	2	1		3		6
14	1	1				2
15	5	4	2	1		12
16		1	6	2		9
17						0
18	14	13	3	1		31
19	2	1	3	3		9
20	13		1	5	1	20
21						0
22			3			3

23	30	2	18	1	1	52
23a			3	34	3	40
24	12	10	3			25
25	1	5	4	1		11
26	10	9	24	6		49
27		4	3	2		9
28	2		1			3
29	8		1			9
30	21	3				24
31	9	1	3			13
32	9	3	1	1		14
33	5	4	2	3	1	15
34						0
35	2	4				6
36	3	2	3	1		9
37	2		4	2		8
38			3			3
39	3	3	1			7
40		1				1
41	1		2			3
42	4			1		5
43	3			1		4
44	7		4	3		14
45	3	4	5	3		15
46			5			5
47	1			1		2
49			2	1		3
totals	240	267	376	284	36	1203

Source: Tax Assessor's Records

The following map indicates the housing study areas and tax maps in those areas.

*Housing Study Areas Map*

*Housing Table 5.* Table New Single-Family Homes by Decade for 1960 - 1999 also year 2000

1960	1970	1980	1990	2000	total
<b>Rural Area</b> (Maps 1, 2, 4, 5, 5a, 7, 7a, 8, 11, 12, 13, & portions of 3, 9 & 16)					
63	160	154	125	26	528
<b>Main Road North Area</b> (Maps 9a, 9c, 10a, 18, 19, 20, 21, 22, 23, 23a, 24, 25, 26, 27, 28, 33, 34, & portions of 9 & 10)					
90	60	132	230	6	386
<b>Town Square Area</b> (Maps 6a, 9b, 29, 30, 31, 32, 33, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44 & portions of 6 & 9)					
83	39	77	60	4	263
<b>Main Road South Area</b> (Maps 45, 46, 47, 48, 49, & portions of 3 & 6)					
9	5	14	11	0	39
<b>Industrial Area</b> (Maps 14, 15, 17 & portions of 9, 10 & 16)					
2	3	2	1	1	9
<b>Totals</b>					
240	267	376	284	36	1203
Source: Assessors records					

*Housing Table 5.* further defines where the development of housing has occurred in the past 40 years. It specifies study areas to help in discussing the growth areas in Town.

At the time of the 1990 Census, vacancy rates for rental properties were higher than for owner-occupied units as indicated in *Housing Table 6*. The rental vacancy rate in Hampden was lower than the rate in Bangor, Hermon, Penobscot County, or Maine, indicating that Hampden had a stronger rental market than these places. Although the homeowner vacancy rate is lower compared to the rental vacancy rate, somewhat surprisingly, Hampden had a higher homeowner vacancy rate than any of these places. Hampden's comparatively high homeowner vacancy rate may be a reflection of over building in the speculative housing market. Local real estate sources estimate the 1998 rental vacancy rate in Hampden at between 3% and 5%.

*Housing Table 6.* Rental and owner-occupied vacancy rates: Hampden, Bangor, Hermon, Penobscot County and State of Maine: 1990

	Rental vacancy	Homeowner Vacancy
Hampden	5.8%	2.1%
Bangor	7.5%	1.4%
Hermon	8.0%	0.7%
Penobscot County	7.2%	1.3%
State of Maine	8.4%	1.8%
Source: U.S. Census		

As might be expected, the more rural or suburban communities had the highest rates of owner-occupancy and the more urban communities had the lowest (as indicated in *Housing Table 7*). In 1990, more than half of Bangor's housing was renter occupied, while in Hampden and Hermon, less than one fifth was. Hampden and Hermon, two of the faster growing communities in the County, had, as might be expected, about one quarter of their housing built after 1980. They

built around 50% of their units between World War II and 1980 (as indicated in *Housing Table 8*). This is typical of the US post war suburban movement.

<i>Housing Table 7. Tenure of occupied housing units: Hampden, Bangor, Hermon, Penobscot County and State of Maine</i>			
		1980	1990
Hampden	Owner	84%	81%
	Renter	16%	19%
Bangor	Owner	45%	48%
	Renter	55%	52%
Hermon	Owner	87%	84%
	Renter	13%	16%
Penobscot County	Owner	70%	70%
	Renter	30%	30%
State of Maine	Owner	71%	71%
	Renter	29%	29%
Source: U.S. Census			

Bangor, on the other hand, shows evidence of its urban nature with nearly 50% of its housing built prior to 1940. Less than 20% was built post - 1980.

<i>Housing Table 8. Percentage of Housing distribution by construction date</i>			
	Prior to 1940	1940 to 1980	Post 1980
Hampden	23.1	51.4	25.5
Bangor	49.2	34.6	16.2
Hermon	29.3	46.8	23.9
Penobscot County	47.1	33.4	19.5
Maine	44	48	8
Source: 1980, 1990 Census and MDHS			

## AFFORDABILITY OF HOUSING

Affordable housing for homeowners is defined by the Maine Growth Management Act as decent, safe, sanitary living conditions in which the monthly mortgage payments, taxes, insurance, and utilities do not exceed 33% of the homeowner's gross monthly income. For renters the standard is 30%.

The 1990 Census reported the percentage of homeowners and renters that were paying more than 35% of their household income to housing costs. *Housing Table 9* shows the percentages that exceed the threshold, by income ranges, for Hampden, Bangor, Hermon, Penobscot County and the State. Considered as a group, one out of every three Hampden renters paid more than 35% of their income to shelter. One out of every ten Hampden homeowners exceeded the threshold. Compared to the other geographic areas, a slightly high percentage of Hampden renters, and a slightly lower percentage of Hampden homeowners paid more than 35% of their income to shelter. The percentages shown for Hermon should be considered with caution.

The percentage shown for Hermon is based on a small sample size that also had a high incidence of non-responses in given income categories. For example, in the <\$10,000 category, there was a total of 27 households in the sample, but only 14 responded to the question regarding rent as a percentage of income. The percentages shown should be used with caution.

While the overall percentage of Hampden renters that exceed the 35% affordability threshold is only slightly higher than the percentage of renters that exceed it in the other geographic areas, the percentage of lower income renters in Hampden that exceed the threshold is significantly higher. One-hundred percent of Hampden renters making less than \$10,000 a year, compared to 50% in Hermon, and approximately 65% in the other areas considered pay more than 35% of their income for shelter. More than half of the Hampden and Hermon renters with household incomes between \$10,000 and \$20,000 exceed the

affordability threshold compared to slightly more than a third of the renters in Bangor, and Penobscot County, and 41% of renters statewide. At 7.8%, the percentage of Hampden renter households making more than \$20,000 a year that pay more than 35% of their income to shelter is only slightly higher than the percentage for the State. However, although the percentage in Hampden is low, it is more than twice the percentage in Bangor. This is likely a reflection of the abundance of rental housing in Bangor compared in Hampden.

*Housing Table 9.* Percentage of households paying more than 35% of income for shelter 1990

	Under \$10,000	\$10,000 to \$19,000	\$20,000 to \$34,000	Over \$35,000
Renters				
Hampden	100.0	56.2	7.8	0.0
Bangor	64.4	36.7	3.5	0.0
Hermon	50.0	56.7	5.7	0.0
Penobscot County	66.2	35.8	4.5	0.0
Maine	66.9	41.2	6.6	0.6
Home Owners				
Hampden	57.1	39.8	8.0	4.8
Bangor	73.8	25.3	8.7	2.2
Hermon	44.6	46.0	10.3	3.9
Penobscot County	56.8	21.5	6.4	2.1
Maine	58.7	20.9	11.6	3.3
Source: U.S. Census				

Hampden is a community of homeowners. In

1990, less than 20% of the residents rented their homes (see *Housing Table 9*). The percentage of

#### *Typical Apartments*



Hampden homeowners with household incomes below \$10,000 that spent more than 35% of their income on housing was on par with Penobscot County and Maine, higher than the

percentage in Hermon, and significantly lower than the percentage in Bangor. In the \$10,000 to \$20,000 income bracket, a higher percentage of homeowners in Hampden and Hermon exceeded the threshold than in the other three areas. The percentage of Hampden home owning households making more than \$20,000 that exceeds the threshold is roughly comparable to the other areas considered. For Hampden households making \$20,000 or less, affordable housing is a challenge. Three out of every five Hampden homeowners making less than \$10,000 and two out of every five making between \$10,000 and \$20,000 are spending more than 35% of their income on housing.

*Housing Table 10* compares changes in the median rent, and median and average sales prices of homes in Hampden, and changes in the median household income in the Bangor MSA between 1990 and the most recent housing cost and income estimates available. Rents in Hampden range from \$200 for a mobile home in a mobile home

#### *Typical Townhouses*



park with no utilities other than water and sewer included, to \$1,000 or more for a single family home or duplex unit with utilities included.

A considerable portion of the rental housing stock was built during the real estate boom of the 1980's and consists of small multifamily projects that have fewer than 20 dwelling units in a project. Average rents in these projects, including utilities, are \$465 for a one bedroom flat, \$545 for a two



bedroom flat, and \$650 for a two-bedroom townhouse. Local real estate sources estimate that two bedroom townhouses account for 80% of the non-subsidized rental

*Housing Table 10. Trend in income and housing expense in Hampden 1990 - 1998*

	1990	1998	change
Median gross rent (incl. Utilities)	\$452 ã	\$615 æ Estimated	36.1%
Median home sales price	\$103,000 ã	\$110,000 ã from 1996	6.8 %
Average home sales price	\$106,769 ã	\$106,305 ã	-0.4 %
Median Bangor MSA household income	\$27,473 ã	\$31,865 ã	16.0%

Source: ã Census, ã Maine State Housing Authority, ã Hampden Assessor, ã Claritas, æPlanning Decisions

units built during the 1980's and early 1990's. Also included in the rental stock are accessory units and apartments in converted single family homes. Local real estate sources report that a very small percentage of the rental housing stock is single family homes.

Between 1990 and 1996 the median sales price of a home in Hampden increased by 7%. The average sales price between 1990 and 1998 remained relatively flat. Between 1990 and 1998 the median household income in the Bangor MSA increased by 16%, making it likely that purchasing a home in Hampden is relatively more affordable in 1998 than it was in 1990 (see *Housing Table 11*). The drop in mortgage interest rates between 1990 and 1998 makes purchasing a home even more affordable, allowing homeowners to purchase a more expensive home than they could have in 1990 for the same monthly payment.

#### *Crestwood Park*



Hampden renters did not fare so well between 1990 and 1998. Estimated rental housing costs grew at more than twice the rate of growth of the median household income in the Bangor MSA. Hampden rental housing is comparatively less affordable in 1998 than it was in 1990.

**Definitions of Very Low, Lower, and Moderate Income Households for Hampden.** One of the State of Maine's objectives is to assure a supply of housing that is affordable to households in three income groups: very low income (50% or less of Bangor MSA median household income), lower income (>50% to 80% of Bangor MSA median household income), and moderate income (>80% to 150% of Bangor MSA median household income) households.

As defined above, and shown in *Housing Table 11*, very low income households in Hampden make \$15,950 or less per year, lower income households make between \$15,951 and \$25,500, and moderate income households make between \$25,501 and \$47,800. *Housing Table 9*, also shows the estimated number of households in each income category in 1998, and the affordable rent and home purchase price ranges for those households.

#### **Market Rate Affordable Rental Categories**

**Very Low Income Households.** For households in the very low-income category, affordable rents are well below the estimated median rent paid in Hampden (\$400 vs. \$615). The high percentages of renters in the lowest two income categories that pay more than 35% of their income to shelter are an indication of the lack of success households making less than \$16,000 a year have in finding affordable housing in Hampden. There are approximately 48 mobile homes that rent for between \$200 and \$350 a month, not including utilities. When utility costs are added to the rent,

*Housing Table 11. Affordability summary for Hampden based on 1998 Bangor MSA Median*

Income Level	Very Low	Lower	Moderate
Median income in Percent	50% or less	>50% to 80%	>80% to 150%
Median income in dollars	# \$15,950	\$15,951 to \$25,500	\$25,501 to \$47,800
Est. # of households	351	217	839
% of total households	14.9%	9.2%	35.6%
Affordable Gross Rent	#\$400	\$401 - \$635	\$636 - \$1,195
Affordable Home purchase at 30 % of income			
Mortgage inc. PITI and utilities	\$400	\$401 - \$635	\$636 - \$1,195
Est. taxes, insurance and utilities	\$200 ã	\$250 ã	\$320 ã
Net Principal and Interest	#\$200	\$201 - \$385	\$386 - \$875
MSHA @ 5.75%	# \$31,800	\$31,800 - \$73,300	exceeds cap
FHA @ 7.5%	# \$31,800	\$31,801 - \$61,200	\$61,200 - \$143,000
Sources: Planning Decisions, *Claritas			
Based on the following assumptions where noted: ã Monthly costs of \$75 for taxes and insurance, \$125 for utilities ã Monthly costs of \$125 for taxes and insurance, \$125 for utilities ä Monthly costs of \$195 for taxes and insurance, \$125 for utilities ä MSHA program is for first time home buyers only.			

the total cost for shelter could easily exceed 30% of the income of a very low-income household. Most very low-income renters in Hampden are dependent on the non-subsidized rental market.

**Low Income Households.** Although more than 90% of the affordable rent range for this income group is below the estimated 1998 median gross rent in Hampden, by definition, half of the rental stock in Hampden rents for less than \$615 per month.

One-bedroom units in some of the newer multifamily projects rent for \$465, and a two bedroom flat rents for \$545 a month, both of which are within the affordability range for low income households.

**Moderate Income.** The entire rental range for moderate-income households (\$636 - \$1195) is above Hampden's estimated 1998 median rental rate of \$615.

**Subsidized Family Housing.** Hampden currently does not have any subsidized housing projects for families or a public housing authority. The Maine State Housing Authority reports eight Section 8 Certificates, and four Section 8 Vouchers for family units at scattered sites in Hampden. With a Section 8 Certificate, the eligible tenant pays the highest of either 30% of their adjusted household income, or 10% of gross income, or the portion of welfare assistance designated to meet housing costs. The Department of Housing and Urban Development (HUD) pays the difference. With a Section 8 Voucher, tenants can rent units costing more than fair market rent if the tenant's income does not exceed 50% of the median area income. The tenant receives, from HUD, the difference between a payment standard for the area and 30% of the family's household income.

**Elderly.** Roe Village is Hampden's only subsidized elderly housing project. To be eligible to live at Roe Village, tenants must be aged 62 or older, or handicapped, and have a household income of less than 50% of the Bangor MSA

median household income, adjusted by household size. In 1998, the income cap at Roe Village was

#### *Roe Village*



\$13,600 for a one-person household and \$15,550 for a two-person household. Rents are limited to 30% of household income and include utilities. The project

has no vacancies. There is a waiting list.

The Maine State Housing Authority records indicate that there are two Section 8 Certificates and four Section 8 Vouchers for the elderly at scattered sites in Hampden.

#### **Market Rate Affordable Home Purchase Categories**

**Very Low Income Households.** For those in the very low income bracket that do not already own a home, opportunities for home ownership are very limited. The median price for homes sold in Hampden, in 1996 was nearly three times the maximum affordable price for this income group. The Hampden Assessor reports that in 1998, Hampden had 38 single family homes, 1 mobile home with land, and 83 mobile homes in mobile home parks that had assessed values of less than \$38,000 (see *Housing Table 10*). Residential property in Hampden is assessed at 100% of market value.

Many real estate offices in Maine belong to a statewide Multiple Listing Service (MLS). Through the MLS, real estate brokers share information about properties they have listed for sale. While not all brokers belong to the MLS, and all properties for sale are not listed on the MLS, it serves as a reasonable measure of what is available for sale in a community at a given point in time. In March 1999 there were two properties listed for sale for less than \$38,100. One was a single wide mobile home that did not include land; the other was a 2-acre parcel that included well, septic and an abandoned house with no bathroom. If the top end of the range is raised to \$47,000, to allow for negotiation off the asking price, three

more properties are listed. Two are seasonal, one-bedroom camps; the other is a three bedroom, one bathroom fixer upper.

**Mobile Homes.** Hampden had an estimated 184 mobile homes in 1998. Traditionally, mobile homes have been one of the better home ownership options available to very low-income households. In Hampden they play that role, but the costs of ownership can easily exceed the \$400 affordability threshold.

Of the 85 lots in Hampden's two mobile home parks, approximately 30 are available for rent to people that own their own mobile homes. Monthly lot rent ranges from \$145 to \$180. Based on the sales prices of used mobile homes and prevalent financing terms in March 1999, monthly loan payments on a decent used mobile home begin around \$160 (\$15,000 purchase price for an older single wide mobile home). Taxes and insurance add approximately \$40 to monthly housing expenses. With utility costs estimated at \$125, combined monthly costs to own a mobile home in a mobile home park begin around \$470. If not sited in a mobile home park, the mobile homeowner faces land costs as well as installation costs for well and septic or to hook up to town water and sewer.

While there are mobile homes that sell for less than \$15,000, and it's possible to reduce utility costs below \$125 a month, for many very low-income households in Hampden, the cost of mobile home ownership exceeds their affordability threshold.

**Lower Income Households.** The 1996 median sales price of homes is \$36,700, higher than the top end of the affordability threshold for lower-income households. Mobile home ownership is well within the bounds of affordability for this group. The Hampden Assessor reported 594 single-family homes, 1 mobile home with land, and 7 mobile homes without land assessed at between \$38,000 and \$73,000 in 1998. In March 1999, out of 46 homes listed for sale with the MLS that were priced below \$150,000, seventeen of them were asking between \$46,900 and

\$74,900.

**Moderate Income Households.** The 1996 median sales price of a home is near the middle of the affordability range for this income group. The Hampden Assessor reported 1098 single family homes and 30 mobile homes with land assessed at between \$73,000 and \$143,000 in 1998. The MLS had 34 properties listed for sale priced between \$64,900 and \$139,000.

### **Number of Households in Need of Affordable Housing**

Not all households within the very low, lower, and moderate-income ranges have an unfulfilled need for housing. Some are renters who are in an acceptable unit at a price that is affordable to them. Some are renters who because of their stage in life would not choose to buy a home even if they had the opportunity. Some, including many senior households or people who inherit family property, may have a relatively low income but already own a home and are content where they are.

To get a more accurate picture of the number of households in Hampden that may have unmet affordable housing needs, it is useful to look at several specific groups.

**Moderate income households in their typical home buying years:** Included in this group are households headed by a person age 25-44, with a household income between \$25,500 and \$47,800. Claritas, a national demographic research firm, estimates that in 1998 there were 491 such households in Hampden.

The 1990 Census reported that statewide, 64% of households within metropolitan areas owned their home. If that same percentage holds true in 1998, these households represent a need for approximately 314 homes in Hampden priced between \$61,300 and \$143,000.

**Lower income elderly households with a need/desire to rent:** Claritas estimates that in 1998 Hampden had 79 households headed by a

person age 62 or over that had a household income between \$15,950 and \$25,500. Statewide, approximately 31% of people age 65 and over that live in metropolitan areas have a propensity to rent. If the same percentage holds true for Hampden, an estimated 25 senior households have a need or desire to rent housing where the range of total monthly housing cost is between \$401 and \$635.

**Lower income non-elderly households with a need/desire to rent:** Claritas estimates that in 1998 Hampden had 138 low-income households headed by a person younger than age 62. Statewide, approximately 38% of people in this category that live within metropolitan areas have a propensity to rent. If the same percentage holds true for Hampden, approximately 52 households have a need or desire to rent housing where the range of total monthly housing cost is between \$401 and \$635.

**Very low income elderly households with a need/desire to rent:** Claritas estimates that in 1998 Hampden had 162 households headed by a person age 62 or over with a household income of less than \$15,950. In the 1990 Census 31% of elderly households living inside metropolitan areas, and 60% of elderly households living below the poverty level, or 50 to 97 households have the need or desire to rent decent, affordable housing with total monthly housing costs of \$400 or less.

**Very low income non-elderly households with a need/desire to rent:** Claritas estimates that in 1998 Hampden had 189 households headed by a person younger than age 62, with a household income of less than \$15,950. The 1990 Census reports that 38% of non-elderly households living inside metropolitan areas, and 77% of non-elderly households living below the poverty level have a need or desire to rent decent, affordable (subsidized) housing with total monthly housing costs of \$400 or less. If these same percentages hold true in 1998, an estimated 72 to 146 households are in this category.

**To summarize,**

- About 314 moderate-income households in Hampden have affordable home buying needs;
- Approximately 25 elderly and 52 non-elderly lower income households have rental needs for units with total housing costs between \$401 and \$635.
- Between 50 and 97 elderly households, and 72 to 146 non-elderly households have rental needs for decent affordable housing that rents for less than \$400 per month.

**Supply of Affordable Housing**

**Homes for first time buyers:** The most complete and accurate measure of average and median sales prices for residential property in Maine is derived from the record or properties that paid the Maine Real Estate Transfer Tax (RETT) in a given year. According to RETT statistics, the *median sales price* for a home in Hampden in 1996 was \$110,000. It was \$103,000 in 1990.

Table House 7 shows the value of owner occupied housing in Hampden as reported by homeowners at the time of the 1990 Census. Nearly 1,100 homes were valued between \$50,000 and \$150,000. The *median value* was \$92,000.

The Hampden Assessor reports that in 1998, there were 1,852 single family homes, 30 of which were mobile homes with land, that had an assessed value between \$73,000 and \$143,000 (See *Housing Table 12*). The Assessor reports that the average sales price of the 121 homes sold in Hampden in 1998 was \$106,305.

In March 1999 the Multiple Listing Service had thirty-four properties listed for sale priced between \$61,200 and \$143,000 in Hampden.

*Housing Table 12. 1998 Assessed Value of Residential Housing in Hampden (Properties are assessed at 100% of market value)*

Assessed Value	Single family homes	Mobile homes with land	Mobile homes without land
Number of Units			
Under \$38,000	38	1	83*
\$38,000 to \$73,000	594	1	7
\$73,000 to \$143,000	1,098	30	0
Percent of all Units			
Under \$38,000	2.0%	0.05%	4.5%
\$38,000 to \$73,000	32.1%	0.05%	0.4%
\$73,000 to \$143,000	53.9%	1.6%	0.0%
Source: Hampden Assessor (Average 1998 sales price of all homes was \$106,305). * This includes mobile homes in two mobile home parks, all of which are not used for housing.			

Based upon the supply of housing within the affordable price range at the time of the 1990 Census, the number of homes assessed in 1998 within the affordable price range, the median and average sales prices of homes in recent years, the concentration of homes currently on the market within the affordable price range, and the drop in interest rates between 1990 and 1998, it is reasonable to conclude that there is an abundant supply of housing for moderate income households in Hampden.

**Rental housing for lower-income renters:** *Housing Table 13.* shows the number of units in different rental rate ranges at the time of the 1990 Census. The rental rates shown are gross rents, which include basic utilities. The Hampden Code

Enforcement Office reports that two eight-unit buildings and one duplex have been built since 1990 that were not part of a subsidized housing project. Local property management companies report that rental rates have not increased appreciable since 1990. However, a review of rental rates for unit's currently rented and available for rent through individuals in the private market and by property management companies indicates that there are few rentals available with gross rents below \$425. The majority of the units in the professionally managed rental housing stock are two bedroom units that rent for around \$650. Based on the 1990 Census, the absence of appreciation in the \$425+ market, and the number of likely additions to Hampden's rental housing, approximately 200 units are available for rent at rates (including utilities) between \$400 and \$635, a more than adequate number to meet the estimated demand for 77 units by lower income households in this price range.

**Rental housing for very low income renters:**

There are 48 subsidized dwelling units in Hampden: 30 elderly units at Roe Village, six Section 8 Certificates/Vouchers for elderly, and twelve Section 8 Certificates/Vouchers for families.

There are an estimated 50 to 97 elderly Hampden households that have a need for housing that costs \$400 or less per month. As of March 1999 there were 30 subsidized apartments and 6 elderly Section 8 Certificates/Vouchers in Hampden. There are an estimated 14 to 61 elderly households that need to be served by the non-subsidized rental market.

There are an estimated 72 to 146 non-elderly households that have a need for housing that costs \$400 a month or less. As of March 1999, there were twelve family designated Section 8 Certificates/Vouchers in Hampden, which leaves 60 to 134 non-elderly households that need to be served by the non-subsidized rental market.

*Housing Table 13. 1990 Number of units by gross rent ranges in occupied housing units*

Gross Rent Range	# of Units â	% of Units
Less than \$200	0	0.0%
\$200 to \$299	52	11.9%
\$300 to \$399	96	22.0%
\$400 to \$499	132	30.2%
\$500 to \$599	61	14.0%
\$600 to \$749	70	16.0%
\$750 to \$999	17	3.9%
\$1,000 or more	9	2.1%
Total	437	100.0%

Source: U.S. Census

â The number of units shown were calculated by multiplying the percentage derived by a sample count of rental housing units in each rental range by the 100% Census count of rental units in Hampden.

Combined, there is an estimated need for 74 to 195 units that rent for less than \$400. At the time of the 1990 Census there were approximately 150 dwelling units in Hampden that rented for \$400 or less. Based on these estimates, there could be as many as 50 very low-income households that are unable to find housing that is within their affordability threshold.

**Regional Housing Links.** Penobscot County has approximately 1,980 units of federally assisted housing for the elderly and 2,160 assisted family units. All of the elderly units are for low-income households, as are 1,950 of the family units. As of March 1998, Hampden had a total of 18 scattered site Section 8 Certificates/Vouchers, and a 30-unit elderly/handicapped subsidized housing project. Hampden's subsidized housing represents 1% of the Penobscot County total.

Within a region, employment and housing needs and supplies are intricately entwined. Hampden

provides a considerable amount of housing or a labor market outside of the community, i.e., and Bangor's economic district. Hampden's housing costs and incomes are higher than most other nearby communities. It is likely that many income households in the region are drawn to other areas in Penobscot County that have higher concentrations of subsidized housing and support services for very low income households. Rooming houses are a low cost form of housing more prevalent in Bangor than Hampden.

## **HOUSING PLAN**

The Housing Plan will outline a series of goals, policies, and recommendations to guide the provision of safe, affordable housing for all the residents of Hampden.

**Background.** Hampden's housing consists of individual detached single-family houses, attached and multi-family units and mobile homes in a mobile home park or sited individually.

There has been a large increase in the number of units built since 1980. From 1980 to 1990 there was an increase of 456 housing units (1,870 to 2,326), a 24% increase. Single family homes accounted for 78% of the increase. There was a 92% increase in the number of mobile homes, from 79 in 1980, to 152 in 1990. During the 1980's the rate of increase in housing units was higher than the rate of population growth.

Between 1990 and 1998, permits were issued for 247 single family homes, 32 mobile homes, and 48 units in multi-family dwellings, bringing the estimated number of total housing units in Hampden to 2,653. Nearly 88% of Hampden's housing stock consists of single family units (including mobile homes).

In 1990, homes built after 1980 accounted for 25% of the housing stock in Hampden and 16% of the housing stock in Bangor. Homes built prior to 1939 accounted for 23% of Hampden's and 49% of Bangor's housing stock. By 1998, 26% of Hampden's housing stock was post 1980, and 20% was pre 1939.

Slightly more than half of the housing units are located on Town sewer, where as much as 67% of the houses are on the public water supply.

The 152 mobile homes in Hampden represent 7% of the total single family units. Bangor's 1,229 mobile homes represent 17% of its single-family units. In Hermon, 92.8% of its units are single family units and 21% of those are mobile homes. Presently, Hampden has two mobile home parks; both are nonconforming in terms of use and present design standards. In 1998, Hampden's two mobile home parks accounted for 83 of the Town's 184 mobile homes. The increase in mobile home units have been on individual sites, and 93% are served by their own septic system. In 1992 the Town adopted the policy that new mobile home parks should be located in areas served by public sewer and water facilities. That policy is an extension of the earlier provisions, which require multi-unit dwellings in the high-density residential areas, be served by public utilities.

The total housing units constructed is increasing at a faster rate than the population, which results from a direct drop in person per unit. In 1970, if 100 housing units were built, it would have likely accommodated 300 people. In 1990, if 100 units are built, it may accommodate 250 people.

An analysis of building permit data from the Town's Code Enforcement and Assessing office indicates similar trends. From 1982 to 1992 of the 418 single-family units built, slightly more than 50 % were built with on-site waste disposal (40% - 54%). 92.7% of the mobile home units are served by on-site waste disposal. In that same period; 19 buildings (averaging 6 units per building) were constructed as multi-family dwellings (117 units). In that 10-year time period, 72.6% of the units were single family homes and 7% were mobile homes. Single family home construction ranged from a low of 15 dwellings in 1982 to a high of 66 dwellings in 1988. The average for the ten-year study period is around 41 single-family dwellings per year. The average for 1990 - 1992 is around 30 single-family units per year.



**Survey Results.** In a survey of Citizen Attitudes conducted by the Bureau of Public Administration of the University of Maine at Orono in 1985, it was found that:

- Only single-family housing built in town was the desire of 15 percent of respondents.
- Single-family with a little multi-family was the desire of 60 percent of respondents.
- An equal split between multi and single-family housing was desired by respondents aged 18 - 25 years and those over 55 years more frequently than other age groups.
- Mostly single family and some multi-family” was desired more frequently by respondents aged 26 - 55 years of age.
- All “standard” or “most standard and some cluster” was the desire of 62 percent of those responding.
- When given a choice of areas where housing development might occur and when given the option of saying “no new housing should take place in any of these areas,” the following results occurred as detailed in *Housing Table 14*.

**Affordable Housing Goal.** The State of Maine requires that each municipality seek to achieve a level of 10% of new residential development, based on a 5-year historical average of residential development in the municipality, meeting the definition of affordable housing.

Municipalities are encouraged to seek creative approaches to assist in the development of affordable housing, including but not limited to, cluster zoning, reducing minimum lot and frontage sizes, increasing densities, and use of municipally owned land.

Between 1994 and 1998, an average of 28 dwelling units a year were built in Hampden. To achieve the State’s goal of 10% of new housing being affordable Hampden should add approximately 3 homes annually, or approximately 30 homes a decade, to the Town’s housing stock that are affordable to low and moderate income households. Between 1994 and 1998, 10 of the new housing units were mobile

homes (7% of the total number of new homes). It is likely that the new mobile homes are within the affordability threshold of low and moderate-income households.

*Housing Table 14. Results of Citizens Attitudes Study, 1985*

Location	% No New Housing
Route 202 from Coldbrook Rd. to Bangor	31%
Route 1A from Souadabscook Stream to Bangor	17%
Along the Penobscot River	16%
Route 1A from Souadabscook Stream to Winterport line.	11%
Along Route 9 (Western Ave.)	8%
Along Kennebec Road	7%
Public Bureau of Administration, University of Maine, Orono, 1985	

Even though the percentage of new affordable homes being built is below the 10% goal set by the State, the affordable housing needs of low and moderate income Hampden residents are being met by the existing housing stock and new construction. However, very low income Hampden residents are being left behind. There were fewer than 40 single-family homes outside of trailer parks that were affordable to this group in 1998. The analysis of need versus supply of rental housing for very low income renters show a need for at least 50 more decent, safe, affordable housing units for households in this income category. It is towards meeting the needs of this segment of Hampden’s population that affordable housing efforts should be focused, either through attraction of subsidized housing, or subdivision and zoning incentives that encourage the private market to increase the number of very low income rental units built.

The Town of Hampden has extensive land use controls in place. For the most part existing

controls are adequate to direct housing and housing intensity to the parts of the Town, which are appropriate for more intensive development. The Goals and Policies section of the Plan will explore this area further as well as ways in which the Town can more actively utilize land use controls to encourage certain types and densities of housing in those areas of the Town where the residents believe it to be appropriate.

There are no regulations currently designed to specifically encourage the development of “affordable” housing; or housing intended specifically for low-moderate income persons and families. To some limited extent the minimum lot size and maximum density regulations have the effect of driving up cost and limiting availability.

Hampden offers a variety of avenues to achieve reduced costs per unit in housing development. The Residential B Zoning District, which represents the available land to be developed at moderate to high density, allows a series of development types from: traditional development patterns to clustered single family detached subdivision, multi-family developments, and attached developments. Also available through density bonuses are elderly housing, congregate care facilities, and mobile home parks.

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*The Bangor area's first full-service retirement community.*

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Recent developments; using Zoning Ordinance provisions to “reduce development costs” and minimum frontage and lot area standards, including cluster development, have been counteracted via private development interest requiring substantial floor area minimums through private deed restrictions.

Since the development of specific cluster provisions in the Zoning Ordinance, there has been reluctance on the part of developers to undertake this type of development scenario. In

1990, and later years, efforts have been made to reduce the numerical gymnastics and simplify the cluster provisions. Departures from the standard development scheme have been rare and it remains to be seen if that is due to the housing market itself or uncertainty among developers.

Ensuring development of multi-unit residential projects that are compatible and work well in Hampden is a challenge. State subdivision law allows a review of multi-family dwelling units under a site plan review process as long as the site plan review guidelines are at least as stringent as local subdivision review criteria. Hampden’s subdivision ordinance was not designed to be applied to the special circumstances presented by multi-family development. Hampden should develop site plan standards that meet the as stringent as subdivision law criteria. This would eliminate the largely redundant subdivision review for multi-family developments undergoing site plan review.

### Housing Goals.

- Protect existing neighborhoods from incompatible development.
- Encourage cluster development as a means to preserve open space and reduce development costs, particularly road construction and maintenance, and thus promote housing affordability.
- Promote innovation in design. The Town’s minimum design standards should be adhered to, but designers should be encouraged to be creative and design “neighborhoods” not just streets and utilities.
- Encourage and provide for a variety of housing types; including: detached single family units, attached single family units, multi-family units, individually sited mobile homes, and mobile home parks.
- Provide incentives for the development of affordable housing, especially subsidized housing, and housing for the elderly.
- Encourage the development of specialized housing such as assisted living, congregate care, community living arrangements, and nursing home units.

- Establish a relationship with a regional housing organization or nonprofit housing group to promote and encourage development of subsidized rental housing opportunities in Hampden.

**Policies.** The majority of the housing provided should be served via public sewer, water, and other utilities. Urban cluster developments, mobile home parks, and multi-family developments should be serviced with public utilities (see utilities policies). Multi-family dwellings should be located close to schools, shopping, institutional uses, and mass transit routes.

Rural housing sites should primarily provide for detached single family units; appropriately sited cluster developments, which preserve the existing rural character; and limited, attached single family units (see rural character policies).

The Town should encourage affordable housing through public participation in lending, land donation, and infrastructure improvements, but not through reduction in review or development standards. Affordable housing should be achieved by bringing down the costs of providing housing or enabling people to afford housing, not by providing substandard housing or substandard public improvements.

Provide for and encourage the development of mixed use in moderate intensity, commercial areas.

Public improvements should not require a greater expense than is necessary to protect the public health and safety.

Higher density housing developments, with greater traffic impacts, should be directed to arterial roadways in close proximity to civic and institutional uses such as: schools, shopping, and recreational areas (see land use plan).

### **Implementation Strategies.**

- Develop an annual reserve account for the

sole purpose to assist in the provision of affordable housing and other housing goals. Funds from this account could be used for, but are not limited to helping increase the supply of affordable housing by lending money, acquiring land, or improving infrastructure for projects that will achieve that end.

- Develop a subdivision fee waiver provision, if the proposed development can insure affordable units will result.
- Review local land use regulations that require a double review of multi-family housing projects, and work with the state representatives to streamline state subdivision law requirements.
- Review local road frontage requirements for individual and multi-unit housing developments.
- Review the existing built-in density bonus for multi unit buildings in the Rural District. Consider a density base standard.

In order to encourage development of more affordable housing units, the existing cap of 10 units per building in the Residential B district should be increased for projects that will increase the supply of affordable housing units for very low income residents, so long as the density standard for the zoning district is not exceeded.

The Town should establish a relationship with The Housing Foundations (the current property managers for Roe Village), or another subsidized housing organization, to create a mechanism for developing additional subsidized housing in Hampden.

**Overview.** The development of business and industry helps to define land use patterns, thus impacting the character of the Town. Site location of business and industry and its ability to grow and change are impacted by land use controls and regulations. Economic development is impacted by and has an impact on the natural resources and the community's character. Hampden was originally developed by exploiting the water power of its streams to grind grain and saw lumber. The largest employer in the Town today is the school district. The economic base of the Town is a principal factor in the Town's tax base. However in this case the school system is tax exempt. The economy and economic potential of Hampden has a direct relationship to the demographics of the Town and region as well as the demand for and, in particular, the price of housing.

Hampden is clearly a part of the suburban Bangor area. Its economy shows that while there are strengths, it is also vulnerable to economic cycles and that those industries most affected are the ones in which the consumer has more options: e.g., people must eat, therefore food stores continue to grow throughout a five-year analytical period; however, automobiles suffered several years of decreased sales as did building supplies. The job market became one typical of near-city suburbs with commuters traveling in several directions: higher income residents often worked in Town or commuted to nearby communities, and lower income employees in the Town commuted in from outside.

### INVENTORY AND ANALYSIS

**Historical Commerce and Industry.** Historically, Hampden's economy, until the latter

*Farmers with Oxen*



part of the 20th Century, has been closely tied to lumber, milling, and farming. One of the first sawmills in the Penobscot River Valley was started by

a Benjamin Wheeler in 1769. By the late 1700's and early 1800's, Hampden's location, near abundant spruce forests and the ready availability of water power, made Hampden a logical site for the locus of new paper mills and other milling industries such as flour and grist mills.

The early 1800's saw much of the industrial development, that started in Hampden, move slightly upriver to Bangor which was then closer to the natural resources needed for the industries.

From that point, until the great suburbanization evolution of the late 1940's and 1950's, Hampden remained primarily a farming Town with only a few retail services intended to serve its own residents. (See Community Character and History for a much more complete accounting of the Town's historic economic development).

The suburban growth of the late 40's, spreading from Bangor along Route 1A, saw the beginning of strip commercial development which reflected the trends occurring throughout the country. It is

*Typical Strip Development on Route 1-A*



only recently that office growth and non-retail economic growth has begun to move into the Town. This too reflects national trends with the suburbanization of many professional and white collar

industries.

**Recent Economic Trends.** Hampden's employment and economy are largely driven by its status as a suburb or bedroom community of Bangor. Bangor is a regional center which has a strong ability to attract national and state wide retailers. This impacts Hampden in two ways; first, large retailers find areas other than "at the mall" as less attractive and secondly, that high demand drives Bangor commercial values up making outlying communities like Hampden more affordable for industries which do not need to be in that high value area. Further, the city's ability to

provide large tracts of land for industrial development becomes limited. L.L. Bean having sought a 200 plus acre site in the Bangor area purchased in Hampden due to the availability of the land and its connections to the highway network. Similarly, the US Postal Service's search for a site ended in Hampden due largely to land acquisition costs. Hampden has a large number of distribution and trucking industries due to those same qualities; transportation network and lower industrial property values. A few examples are: R.H. Foster's facility constructed in 1989, and the Bangor Daily News printing facility constructed in 1990. Hampden has numerous trucking firms such as: Road & Sea Transport, Sunbury Trucking, and H.O. Bouchard; and distribution related industries such as: Dead River LP Gas, and the Cold Brook Energy fuel terminal on the Penobscot River. The enterprises (noted above) all have relatively small work forces.

The Town keeps a list of Town businesses that is not exhaustive but certainly representative. As of February 2001 there are about 180 businesses on the list. Although a few are part-time or less the lion's share are legitimate and on-going. There are 64 service, 56 retail, and 19 construction businesses and the remainder are lower counts of assorted businesses.

Hampden, however, has not escaped from other national and regional trends. The decline in the economy or the corporate nationalization of retail

### *Hampden Academy*



and manufacturing in 1989-1990 claimed the Gerrity Lumber Supply business, and the Hampden-Evans Shoe manufacturing business.

The other aspect in Hampden's relationship with Bangor is its strong market for high end housing. The desirability of

Hampden's school system and its protective land use regulations have attracted many white collar professionals to reside in Hampden while they may not be employed here. Not surprisingly, the Town's number one employer is the MSAD #22 school system.

**Forest Products.** In Hampden there are 18 businesses associated with forest products, agriculture, or other natural resource, and ranging from small local businesses to major companies all which contribute to a wide diversity of employment as well as a diverse use of the natural resources within the Town.

There is a substantial volume, of varying degree, of sand and gravel within the Town. As surrounding communities grow, the demand for these commodities may grow; producing income as well as posing potential environmental degradation if the Town regulations are not adhered to.

Wood lot owners are likely to benefit from the higher stumpage values among Penobscot, Hancock, and Waldo counties for most products; due to the location of the Town and an excellent transportation network. There are three contributing factors, all of which have a positive impact on stumpage values within the Town. These are as follows:

- Proximity to a wide diversity of mills using a variety of products within a 50-mile radius.
- Most wood lots within the Town have acceptable road access generally increasing stumpage values to individual landowners.
- An excellent transportation network surrounding the Town makes most markets by accessible.

The range of markets reasonably accessible for the Town are: bark, saw dust, Biomass, firewood, boltwood, cedar shingles, hardwood and softwood pulpwood, studwood, and a variety of softwood and hardwood log grades. The markets for pulpwood, studwood, and White Pine logs are relatively stable as far as forest products can be within the state. Companies which tend to create



long term stability, but not limited to, are as follows: James River in Old Town, Champion International in Bucksport and Costigan, Diamond Occidental in Passadumkeag, Leon Williams in Clifton, Robbins Lumber in Searsmont, and PERC in Orrington. The markets for wood products within approximately a 50-mile radius, based upon information obtained from the Department of Conservation Primary Processor Mill List 1991 is as follows in *Economy Table 1*.

<i>Economy Table 1. Wood Product Facilities Within 50 Miles of Hampden</i>	
Sawmills	33
Cedar shingle mills	10
Pulp and paper mills	3
Speciality mills	5
Boltwood mills	3
Biomass using facilities	4
Source: Department of Conservation Primary Processor Mill List 1991	

**Agricultural Products.** In the past, the Town was an important agricultural community with a substantial agricultural base. As Bangor has grown, Hampden has migrated from agriculture towards more urban uses, diminishing the economic impact of agriculture. There still remains a small energetic agricultural component within the Town. The majority of active agriculture uses are for individual use with a few remaining commercial dairy and sheep farms. A substantial amount of products raised on the commercial farms are raised for use, in association with the production of their desired marketable product.

*Elmdale Farm*



**Forestry and Agriculture Values.** Forest and agriculture values are generally associated with products. This

association may not be the best basis, or only basis, by which the Town places values on their natural resources. Hampden has a very pleasing rural character with the intertwining of forest and agricultural lands. There is no evidence that if this character is lost the Town would suffer economic loss, but with the trend of most surrounding communities there is a significant attraction to the extremely pleasing character of the Town.

If this character is lost or diminished there is a possibility that property values could diminish when viewing residential and rural areas. The rural character of the Town, at this time, also has

*Bow Hunter and Buck*



a tendency to help protect other non-marketable resources within the Town such as: wildlife, fisheries, and general ecologic stability. These are certainly resources which contribute to the overall economic stability of the Town, but not necessarily in the form of products or income producing revenues directly. The Town has a good location to market forest and agricultural products with acceptable returns; therefore, there is an economic incentive for the Town and landowners to practice sound management of agricultural and forestry resources, not only for the product values, but for other non-commercial resource values.

**Labor Force and Unemployment.** Overall, the area has shown growing economic strength between 1980 and 1990. Hampden, Hermon, and the County have increased their respective labor force numbers and decreased their unemployment rates. While there may well be fluctuations in this pattern over shorter periods (i.e., 12 months, more or less), the trends are encouraging. Bangor shows a slightly different pattern with a declining labor force and declining unemployment. This may partially be explained through the movement of some industries to the suburban communities such as Hampden, but the jobs continue to be

accessible to the local labor pool. See *Economy Tables 2 and 3.*

<i>Economy Table 2. Civilian Labor Force Size and Unemployment: Hampden, Hermon, Penobscot County: 1980 - 1990</i>			
	1980	1990	% change
<b>Hampden</b>			
Labor Force	2598	2964	14
Unemployment	5.3	4.7	-1.1
<b>Bangor</b>			
Labor Force	17,463	17,093	-2
Unemployment	7.1	5.9	-17
<b>Hermon</b>			
Labor Force	1,475	2,047	39
Unemployment	7.8	4.2	-46
<b>Penobscot County</b>			
Labor Force	61,424	72,250	18
Unemployment	8.5	6.7	-21
Source: US Census			

**Labor Force by Occupation and Industry.** *Economy Table 4.* shows a shift in occupations among Hampden's residents over the past 10 years or so. Nearly every category grew; with the "white collar" categories showing the greatest increases by as much as 34%. The only two areas to show declines were in the so-called "blue collar" areas of a) farming, fishing and forestry; and b) operators, transportation and laborers. These changes are also reflective of the growth in new "clean" industries, and the growth in higher income resident population and higher priced housing found in the suburban evolution.

<i>Economy Table 3. Labor Force, Employment and Unemployment for Bangor MSA and State of Maine</i>		
	This Month	One Year Ago
<b>Bangor Labor Force</b>		
March, 1993	48,100	47,500
Nov., 1992	48,500	47,100
August, 1992	44,600	46,200
June 1992	4,700	47,000
<b>Bangor Unemployment</b>		
March, 1993	3,600	3,400
Nov., 1992	2,700	2,500
August, 1992	2,100	2,400
June 1992	2,400	2,800
<b>Bangor Unemployed as Percentage of Work Force</b>		
March, 1993	7.4	7.1
Nov., 1992	5.5	5.2
August, 1992	4.5	5.3
June 1992	5.2	5.9
<b>Maine Labor Force</b>		
March, 1993	650,100	652,300
Nov., 1992	656,100	634,600
August, 1992	670,100	655,100
June 1992	671,200	661,100
<b>Maine Unemployment</b>		
March, 1993	62,400	56,600
Nov., 1992	47,300	42,300
August, 1992	37,300	39,800
June 1992	44,500	48,400
<b>Maine Unemployed as Percentage of Work Force</b>		
March, 1993	9.6	8.7
Nov., 1992	7.2	6.7
August, 1992	5.6	6.1
June 1992	6.6	7.3
Source: Maine Dept. of Labor, Labor Market Digest		

The numbers in *Economy Table 5*. reflect occupations of resident population, while those in *Economy Table 4*. reflect numbers of persons employed in local industry, not necessarily residents of Hampden.

<i>Economy Table 4, Occupation of Employed Civilians, Age 16 or Over</i>			
Occupation	Number	Percent	% Change
1980			
Managerial & Professional	696	28	
Technicians, Sales, Administrative Support Services	727	30	
Services	367	15	
Farming, Forestry, Fishing	30	1	
Precision Production	297	12	
Operators, Transportation, Laborers	332	14	
Total	2,449		
1990			
Managerial & Professional	934	33	34
Technicians, Sales, Administrative Support Services	943	33	30
Services	369	13	1
Farming, Forestry, Fishing	0	0	-1
Precision Production	328	12	10
Operators, Transportation, Laborers	252	9	-24
Total	2,826		15
Source: US Census			

In the latter instance, several of the categories which showed reductions among local residents,

actually showed increased employment in gross numbers: e.g., agriculture, etc., increased by a token amount as did construction. However, the most dramatic change was in Professional and related Services which went from 2% of the work force to 10%, but underwent a growth spurt of 481%.

<i>Economy Table 5, Employed Persons 16 Years and Over by Class of Worker: Hampden, 1980</i>		
Occupation	Number	Percent
Private wage and salary	2,138	76
Federal, State and Local governments	484	17
Self-employed	184	7
Unpaid Family Member	19	1
Total	2,825	100
Source: US Census		

**Taxable Sales.** The City of Bangor showed slow, but steady growth in Consumer Retail Sales over the past five years. The suburban areas evidenced more dramatic growth, but also showed potential weaknesses in 1991 when they underwent a decline in sales which was greater than that of the Penobscot District or the State of Maine.

*Economy Table 7.* shows that certain sectors were the most sensitive to overall economic fluctuation in the Bangor Suburban area. As might be expected, automobiles and building supply showed the greatest variations year to year. On the other hand, Food Stores had no decline, although their growth rates varied somewhat year to year as did Restaurants and Lodging. *Economy Table 8.* reflects the same data for the Penobscot ESA.

*Economy Table 6, Consumer Retail Sales and Rates of Growth: Bangor Suburban, Penobscot ESA District, and State of Maine: 1988-1992*

	Sales	Percent
<b>Bangor Suburban</b>		
1988	131,076,000	
1989	124,004,000	-5
1990	115,491,000	-7
1991	113,278,000	-2
1992	123,644,000	9
<b>Bangor City</b>		
1988	742,888,000	
1989	745,784,000	
1990	727,132,000	-3
1991	733,191,000	1
1992	767,139,000	5
<b>Penobscot District*</b>		
1988	1,087,440,000	
1989	1,076,645,000	-1
1990	1,042,960,000	-3
1991	1,040,396,000	0
1992	1,098,623,000	6
<b>State of Maine</b>		
1988	7,815,359,000	
1989	7,736,592,000	-1
1990	7,462,830,000	-4
1991	7,367,304,000	-1
1992	7,912,583,000	7
Source: US Census * Penobscot District: Winterport, Bangor, Bangor-Suburban, Dover-Foxcroft, Lincoln, Millinocket		

*Economy Table 7. Consumer Sectors and Rates of Change: Bangor Suburban 1988 - 1992 (in millions of dollars)*

1988	1989	1990	1991	1992
<b>Building Supplies -Bangor Suburban</b>				
9.7	15.2	15.2	15.6	19.6
change	56	-1	3	26
<b>Food Stores -Bangor Suburban</b>				
19.8	21.0	21.6	24.5	26.7
change	6	3	13	9
<b>General Merchandise - Bangor Suburban</b>				
15.7	16.8	15.6	15.7	14.4
change	7	-7	0	-8
<b>Other Retail - Bangor Suburban</b>				
6.0	6.7	7.2	7.5	7.8
change	12	7	3	4
<b>Automobile - Bangor Suburban</b>				
41.6	34.9	30.7	28.7	35.3
change	-16	-12	-7	23
<b>Restaurant and Lodging - Bangor Suburban</b>				
8.4	9.0	9.5	9.5	10.4
change	8	5	1	9
<b>Total Consumer Retail - Bangor Suburban</b>				
131.1	124.0	115.5	113.3	123.6
change	-5	-7	-2	9

Source: Maine Bureau of Taxation, Sales Tax Division

**Economic Development Activity.** The municipality of Hampden has not actively been involved in promotion or attraction of business and industry. At the time the federal government was making available the former ammunitions site (Ammo Industrial Park) in the 1970's the Town reviewed its role as a potential developer of the site as an industrial park, but declined so as not to compete with the private sector. The Town has through its land use regulation and prior comprehensive plans provided large land areas and potential utility service options for business and industry. To date industrial development activity has taken place by the private sector without financial assistance of the Town. While the present land use regulation includes a large land area for industrial development very little of it is serviced by public utilities (see existing land

use plan and zoning maps). As will be discussed in the utility sections, Hampden's sewer and water systems are not independent but, in part controlled by the City of Bangor.

The local merchants have formed a Hampden Business Association for the purpose of promoting Hampden as a place to do business. The Bangor Chamber of Commerce has financed some of those activities to an extent. The Business Association does act as a liaison between the Town and its members, with occasional updates/presentations by Town staff.

The Town is a member of the Penobscot Valley Council of Governments, which along with Eastern Maine Development Corporation, promotes economic development for the greater Bangor region.

## ECONOMIC DEVELOPMENT

Hampden's economic profile is healthy, indicated by diversity of commercial and industrial employers. Further, Hampden's economic base is growing.

Hampden finds itself with a good supply of vacant land suitable for large commercial and industrial users.

It is recommended that the Town's land use regulations provide for all types of business and industry. In concert with the Town's land use policy, industrial and commercial development should not be located so as to adversely impact residential property values. Additional consideration should be provided for provision of public utilities in order to develop business activities.

## ECONOMIC DEVELOPMENT STRATEGY

Developing an economic development strategy for Hampden involves reviewing existing development sizes, types, and locations. It also involves a review of the available transportation and communication networks, the availability of

sewer and water utilities, the availability of suitable development sites, and reasonable zoning and permitting processes. In addition to local considerations; economic development decisions are based on regional, state, and national factors.

*Economy Table 8. Consumer Sectors and Rates of Change: Penobscot ESA 1988 - 1992 (in millions of dollars)*

1988	1989	1990	1991	1992
Building Supply - Penobscot ESA				
191.8	180.7	180.9	152.0	162.8
change	-6	0	-16	7
Food Stores - Penobscot ESA				
108.6	116.4	119.5	130.3	145.8
change	7	3	9	12
General Merchandise - Penobscot ESA				
248.6	250.0	252.8	277.5	280.9
change	1	1	10	1
Other Retail - Penobscot ESA				
82,273	90.2	99.0	99.2	110.0
change	10	10	0	11
Automobile - Penobscot ESA				
330.7	293.8	262.0	235.4	259.0
change	-11	-11	-10	10
Restaurant and Lodging - Penobscot ESA				
137.0	148.2	152.3	155.8	158.0
change	8	3	2	1
Total consumer Retail - Penobscot ESA				
1,087.4	1,076.6	1,043.0	1,040.4	1,098.6
change	-1	-3	0	6
Source: Maine Bureau of Taxation, Sales Tax Division				

## COMPREHENSIVE PLANNING

Hampden's economic development strategy need not be very complicated, or involve high costs. Providing for development simply by doing good planning will go a long way (i.e., having a sound plan which provides suitable locations for serviced and un-serviced industries). Suitable locations would not be overly restricted due to natural features such as wetlands of flood plains or rare wildlife habitats, and sites which can accommodate additional traffic loads and

industrial activity that will not impinge on residential streets or neighborhoods.

### **LAND USE REGULATION**

Sound land use regulation would include reasonable zoning districts which provide for various types of land use activities in appropriate locations. The industrial and commercial districts should be located so as not to adversely impact on developed residential areas. The site plan review process should be geared to the impact of the project proposed (see Land Use Regulation policies).

### **LOCAL RESOURCES**

Hampden has a number of local resources which hold great potential for economic development. Among them are: the redevelopment of the marina area, continued development of the Town Center area and Village Commercial District, and the Route 202 and Interstate 95 industrial area.

Hampden has an excellent location in its proximity to major transportation arteries. Route 202 and the Interstate offer prime opportunities for economic development. This comprehensive plan provides provisions for road access, and public sewer and water extensions in a number of possible locations. This portion of Hampden, north of Route 202, can be developed without substantial impact to existing or proposed residential areas.

The Town Center concept, developed in the 1986 Comprehensive Plan, was put in place in 1991 as the Village Commercial District, and should continue to be refined and developed; including public improvements. The Village Commercial District, if located appropriately, has the potential to develop a specialized village center and offer numerous small retail and service businesses.

The Hampden Waterfront Study, completed in 1990, provided a redevelopment scheme for the Turtle Head area located along the Penobscot River. As proposed, the existing uses would make

way for redevelopment of a mix of retail, office, and residential uses; all focused on the amenities of the river.

Finally, while not a large impact on the Town's economic plan, is Hampden's rural resources. As noted in the forestry section of the plan, Hampden is in a prime geographic location to optimize its forest resources. Sand and gravel resources are also abundant to aide in local and regional construction projects. Finally, this plan will promote and encourage agricultural activity and animal husbandry in the rural areas.

### **STATE & REGIONAL COORDINATION**

Hampden's economic development future is, in part, tied to other regional entities such as water and sewer utilities which are out of the control of the Town of Hampden. Solid waste disposal and transportation facilities are regional in nature. Hampden needs to participate and be active in these larger entities to insure the Town's long term economic viability. These include, but are not limited to; the Greater Bangor Chamber of Commerce, The Municipal Review Committee, Penobscot Valley Council of Governments, Eastern Maine Development Corporation, and the Bangor Area Comprehensive Transportation Study/Metropolitan Planning Organization. Town officials should maintain contact with our elected officials in Augusta to ensure state regulations and state economic development programs serve the needs of Hampden residents.

In developing a local and regional labor force, resources will have to be expended for educational institutions at all levels and types.

### **ECONOMIC DEVELOPMENT COMMITTEE**

In an increasingly competitive market, for large development projects, industries are seeking out communities offering elaborate incentive programs that include tax reductions, utility provisions, and facility and land provisions. The key element in Hampden's economic development

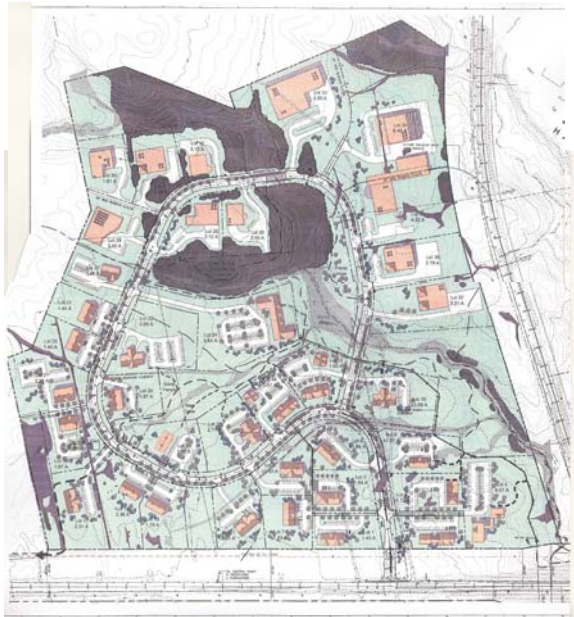


scheme is to balance the level of effort and incentives with the potential benefits to be gained.

Hampden formed an Economic Development Committee to review the approach and level of effort expended locally. Additionally a part-time Economic Development Director has been hired providing support to the Council and the ED Committee and creating a direct contact with developers seeking information and guidance. The Economic Development Director can advise the Council on its course of action and provide in depth analysis of development options.

The Economic Development Director has data on: potential sites, labor force, traffic counts, market statistics, and other data. He in turn provides that data to prospective industries.

The Town of Hampden has recently approved the purchase and construction of a 137 acre Business and Commerce Park located at the easterly end of Route 202 bypass on the northerly side of the Perry Farm. The park's concept is unique to the area utilizing a master plan that considers the open spaces, architectural design review, and overall uses within the 37 lots. The Town expects that the park will provide much needed tax base while becoming an important regional employer.



The Town has recently adopted a Tax Increment Financing Policy that favors credit enhancement agreements. The Town has entered into a TIF with a warehouse distribution facility and a grocer, at the time of this writing. The utilization of a TIF (on projects of over one million dollars new value) provides a developer with 50 percent reduction in property tax for ten years while the Town's education funding is exempted from the increase in valuation.

## **GOALS**

Provide for a diversified range of businesses and industries.

Develop additional industrial areas serviced by public sewer and water.

## **POLICIES**

To promote the continued well being and expansion of Hampden's industrial and commercial enterprises.

- Retain and protect the existing undeveloped, industrial land from incompatible development.
- Relocate nonconforming commercial businesses and industries to appropriate locations within Hampden. (See Land Use Policy, nonconformities).
- Promote the gradual expansion and development of the Town Center area and Village Commercial District.
- Promote a sustainable amount of new business and commercial districts to accommodate expansion of existing businesses.

## **IMPLEMENTATION STRATEGIES**

- Utilize Tax Increment Financing primarily for non-retail uses because retail development typically promotes one retailer to the detriment of another.
- Develop an annual reserve account dedicated to economic development. Funds should be used as local matching dollars to assist in

development of infrastructure, relocation costs, and low interest loans.

- Consider the possible expansion of the Business and Commerce Park if it is deemed a success.
- Evaluate the development of public parking areas, and other public amenities in the Upper and Lower Corners; to facilitate increased business opportunities.
- Consider cash in lieu of parking or other programs to support public parking, pedestrian ways, bike facilities, or other transportation forms in the Village Commercial Districts(see Transportation policies).
- Advise the council on utility service expansions for economic development.
- Review business incentives offered to minimize local business impacts.
- Provide point of contact for local and regional economic development agencies.
- Review local plans and regulations for consistency.

**Overview.** Hampden's public facilities overall are adequate and in good condition. The Town has an ongoing, systematic program for road maintenance/paving, and sewer maintenance.

The Town's physical plant is in good shape, including a new municipal building. The fire department has expressed the need for a new main station, and the school district has applied to the state to expand Hampden Academy; both of which could be fairly expensive propositions, but require serious consideration.

Based on the State of Maine's Bureau of Outdoor Recreation guidelines, the Town has several deficiencies in the area of recreation. The number of developed recreational fields is deficient in several types; multi-purpose fields being the most inadequate. Specific analysis of recreation facilities and needs will be reviewed under the Open space and Recreation Section.

### INVENTORY AND ANALYSIS

#### TOWN BUILDINGS AND LAND

Hampden owns property ranging from cemeteries and recreation areas to pumping stations. In total, the Town owns real estate with a 2000 assessed tax value of nearly \$6,000,000. Of this; land comprises \$1,918,800; and buildings \$4,069,600.

#### MUNICIPAL BUILDING.

The municipal building is a 11,500 square foot multi-function building constructed in 1990-91, occupied in August of 1991, and located on Route 9 next to the Hampden Post Office. The municipal building houses the Town Office Administration, Tax Assessor, Code Enforcement, and Planning functions on the upper level; and the police department and ambulance service on the lower level. The public works director and civil



emergency preparedness both have offices housed here; as well as storage space for town records, office supplies, and recreation equipment. The municipal building has three areas on the upper level which serve as meeting areas: a) the Council Chambers, which has a seating capacity of approximately 50 people; b) the conference room, which accommodates about a dozen comfortably; and c) the map room, which accommodates about a half dozen people at a time. The partition between the Council Chambers and the conference room is operable and can be used to increase capacity in either room.

The municipal building was built with adequate parking facilities for the typical public gatherings, although it is overburdened on Election Day. On the lower level there are bays for police vehicles.

**Administration.** The administrative portion of the building houses the Town Manager, Town Clerk, Welfare Director, Sewer Clerk, and Bookkeeper. This area is designed specifically to meet the day to day demands of the public for such purposes as: renewing registrations for boats, cars, snowmobiles, and ATV's; obtaining hunting, fishing, and marriage licenses; and paying automobile excise taxes, taxes and sewer bills. The Administrative Office has an interconnected computer network to keep track of all the above permits, fees, licenses, and taxes which are handled through the office.

**Code Enforcement, Planning, & Assessing.** In addition to the administrative suite of offices, are the offices of the Assessor, Planner, and Code Enforcement Officer. The Assessing Office maintains files on all properties in Hampden relative to their market value. The Planning Office provides development assistance to the Planning Board, and developers seeking approval of projects which require submission to the Planning Board. The Code Enforcement Office handles most all permit applications for residential and commercial structures. In addition, the CEO is responsible for administration and enforcement of numerous other ordinances; historic preservation, flood plain management, solid waste licensing,

zoning and subdivision, etc. In 1990, in an effort to improve support services to the Planning Board and lighten the burden on the Code Enforcement Office in processing site plan applications, the position of Town Planner was established. At that time, Code Enforcement and Assessing was a shared position. In 1992 the position was split into a full time Assessor and part-time Code Enforcement Officer. In 2000 a Building Inspector function was split off the Code Enforcement function and staffed by the Fire Department.

One impact of the separation of the Code Office from the Assessing function was upon record keeping. Previously, many land use records were kept as part of the Assessing files. Presently, a separate code enforcement land use system is kept and some of the pertinent land use details are not kept by the assessor. In addition to the staff noted above; the three offices share a full-time clerical person covering reception functions, word processing, filing, and permit administration.

The Assessing Office has used a computer software program for several years, and has recently used a similar package for permit tracking. While all three offices use similar data; they have not shared a common data base. This year the Council has authorized the purchase of geographic information software and mapping that will be linked to the code enforcement, planning and assessing daily functions such as public notices, zoning maps and other geo-data products as needed.

**Recreation.** The municipal building also has space devoted to the Recreation Director. A full evaluation of the existing recreation facility's programs and future needs are contained within the open space section of the plan.

**Public Safety Department.** In 1994, The Town created the Public Safety Department, an umbrella organization which would oversee and coordinate the activities of the Fire, Police, and Ambulance Departments. Further, in 1997 the Town joined the newly created Penobscot County Regional Dispatch organization. The previously town

operated dispatch center was eliminated in favor of the service provided by regional center. The change in service provided both capital equipment and operating cost savings.

**Police Department.** The Town of Hampden has ten police officers, and an Administrative Assistant. The Police Department is responsible for all normal police business within Town boundaries with the exception of homicides (as specified by State law) and fire fatalities. The State Fire Marshall's Office must be called in if there are any such incidents.

The Town owns and maintains four active duty police cars. The police cruisers are replaced on a regular cycle of one per year.

The Police Department owns and maintains equipment such as radar units costing nearly \$1,200 per unit, and mobile radios at \$1,600 each. The Department's computer system is part of the Penobscot Regional Police Group's which provides a fairly inexpensive way for the regional Towns' police forces to utilize a powerful mainframe.

The Town also provides a part-time person, twice per day, to serve as a Traffic-Control Officer and Crossing Guard at the school entrance.

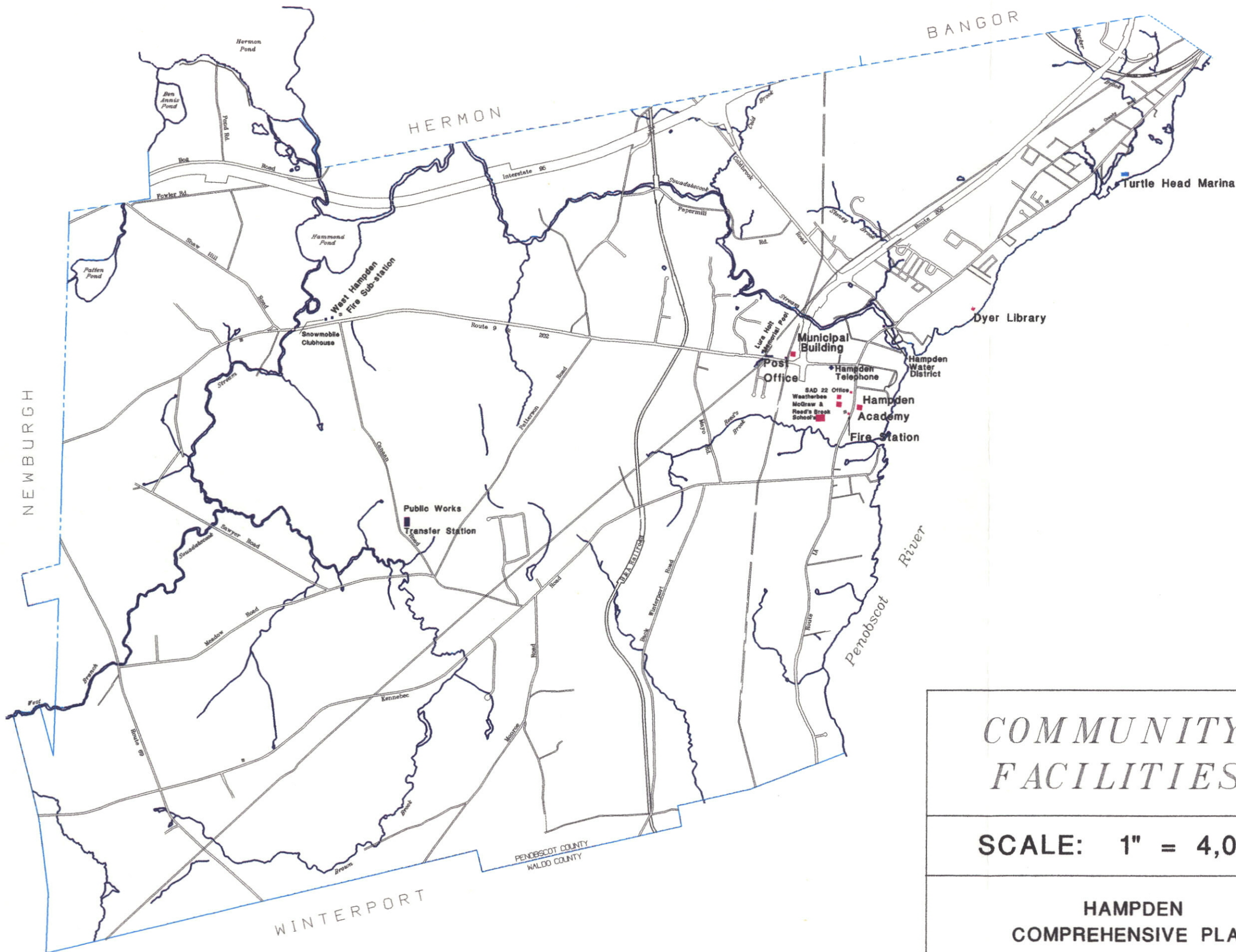
The Department does not anticipate any substantial changes to staff and equipment levels as long as the Town does not grow rapidly. The goal of promoting a urban service area will help in reducing policing costs by concentrating development activity in that area. It is recommended that the Town maintain a level of 1.5 officers per 1,000 population.

### **Fire Department.**

The Fire Department provides both Fire Suppression and Emergency Medical Services for the Town of Hampden.

Emergency Medical Services. The Fire Department ambulance provides Emergency





# COMMUNITY FACILITIES

SCALE: 1" = 4,000'

HAMPDEN  
COMPREHENSIVE PLAN  
1994

Medical Services for the Town of Hampden using both, full-time and call personnel. The full-time staff consists of three Firefighter/Emergency Medical Technicians (EMT)s (a Firefighter/Inspector/EMT, a Firefighter/EMT/-Paramedic and a Deputy Chief). The “Call” staff consists of approximately 25 Firefighters, seven of which are licensed at the EMT level. There are two “Call” members that are non-firefighting emergency medical providers, one EMT, and one EMT-Paramedic. All other members of the “Call” department are trained in basic First Aid, CPR, and as ambulance drivers as needed.

**Fire Fighting Services.** Four, full-time Firefighters, one Inspector, and a Deputy Chief man the Fire Station twenty-four hours a day. There are approximately 25 “Call” Firefighter/EMT that are paid to answer Fire and EMS calls as well as training hours. Call Firefighter/EMTs are paid an hourly rate for answered calls and for training hours.

All Firefighters train two nights each month on the first and third Tuesdays of the month with occasional training sessions on weekends. EMS training is held on the third Tuesday of the month.

**MAIN FIRE STATION.** The Hampden Fire Station is currently located at 10 Main Road South. The station was originally constructed in 1957 and was expanded in 1989. The 1989 addition was office space and a training room. Two engines, a tanker, an ambulance and a utility truck are housed in the present station.

**WESTERN AVENUE FIRE STATION.** An un-manned fire station is located at 842 Western Avenue. This station houses a structural fire fighting pumper and a Forestry 6x6, forest fire fighting vehicle.

### **PUBLIC SAFETY EXPANSION OF THE MUNICIPAL BUILDING**

The 11,700 sq. ft. expansion to the Municipal Building is currently under construction funded by a voter approved bond. All Fire Department

activities will be housed in the expansion. The Fire Department determined that major insufficiencies in the Town's current fire station plant regarding the Department's operations necessitated the change. The noted deficiencies were: a) the doors at the West Hampden Station are too small and require modification to handle the width of the newer vehicles; and b) Hampden utilizes the Bangor training facility because the existing Main Station has inadequate classroom training facilities and inadequate vehicle maintenance facilities. The Department undertakes as much vehicle maintenance as possible, but has to contract out the remainder.

**Apparatus.** The Fire Department maintains three fully equipped Class A Structural Firefighting Pumpers. The Department has a reserve account for replacing vehicles and a goal to purchase a new pumper whenever it's newest piece reaches ten years in age. The actual acquisition has been closer to eleven or twelve years. The Department currently has the following equipment in service. A 1990 E-1 Pumper, a 1978 FMC Pumper, a 1967 American LaFrance Pumper, a 4,000 gallon Tanker Truck, a 1996 McCoy-Miller Ambulance, a 1953 Willis-Jeep for off-road and forest fires, a 1989 GMC pick-up used for first response to EMS calls and as a utility truck, and a 1997 Jeep Cherokee.

If the Town continues to see expanded commercial and industrial growth, particularly of large buildings it is quite likely that the purchase of an ariel ladder truck will be needed. While Hampden restricts building height to 35 feet, it has not placed a limit on building volume. A warehouse structure is large enough that the horizontal reach needed to get at the heart of a fire is a problem. There are many existing houses and structures in the Town that already present this problem, such as the schools, shopping center, and fuel storage tanks. The Town, historically, has relied on Bangor Fire Department to provide an ariel truck when it has been needed. However, Bangor Fire has a responsibility to provide protection for its own citizens first and an ariel may not be available. The Town of Hampden



would be better suited to buy a “Quint” which is a combination Pumper and Ariel in one truck. The cost of such a truck is in the range of \$400,000.

## PUBLIC WORKS

The public works garage is a 7,200 square foot facility, which is located on the Canaan Road. Public works is presently responsible for all road and sewer maintenance, cemeteries and Town properties, and the operation of the municipal transfer station located at the public works garage.

**Road Maintenance.** The site is the locus of the first sand/salt shed built under State of Maine guidelines. Hampden's salt shed was a high State priority since the site is located directly over an aquifer. Public Works also maintains its own vehicles and equipment. The vehicle list consists of at least eighteen major pieces ranging in age from 30 years old to new vintage. These are replaced on an as needed basis. The department is also responsible for maintaining their buildings, the municipal building, and all municipal grounds (including cemeteries and recreation areas).

As noted in the Transportation Section, Hampden has a total of 73 miles of roadway which require maintenance. Of these; 23 miles are maintained by the State, and 50 by the Town. The Town is primarily responsible for plowing the roads, with the State undertaking only about 6 miles of plowing.

**Solid Waste.** The Town Of Hampden utilizes several sources for the disposal of solid waste. Penobscot Energy Recovery Corporation (PERC) a co-generation facility, located in Orrington, incinerates municipal solid waste for a tipping fee (approximately \$45/ton in 1994). Sawyer Environmental disposes of demolition debris, clean wood, and several recycled materials from its Hampden location. Demolition debris disposal is the most costly at \$70/ton. Industrial Metals buys waste metal and tin cans which presently

<i>Public Facilities Table 1. Annual Solid Waste Disposal Costs</i>				
Product	Tons	Cost/Unit	Disposal Cost (Revenue)	
			using recycle	not recycle
News-paper	105	(50)	(5,250)	4,725
Tin Cans	9	(25.50)	(203)	405
Glass	21	5	105	945
Metal	105	(22)	(2,310)	4,725
Card-board	39	(29)	(1,131)	1,755
Office Paper	13	7.69	100	585
Tires	10	45	450	450
Brush/ Wood Chips	75	60	4,500	4,500
Waste Oil	180 Gal.	.50	90	N/A
Demolition Debris	530	70	N/A	37,100
Wood Waste	380	30	11,400	17,100
Truck Tires	2	75	150	N/A
Station Trash	1,500			
Hauler Trash	1,600			
Town Totals				
PERC Trash	3,100	45	139,500	139,500
Recycle	292	(29.)		
Solid Waste	4,389		203,101	211,790
Cost-Saving			(8,689)	
Source: Town of Hampden Public Works				

have a good market. The Town's transfer station located on the Canaan Road is the central point for collection prior to being transferred to other

locations. The transfer station is also the center of the Town's recycling operation with containers for the collection of glass, newspaper, cardboard, and metals. The Town also reuses wood brush with it chips at the transfer station. A "bargain barn" reuse facility is located at the site which allows residents to share used household items and magazines.

Presently, the town offers no collection system although many residents contract through private haulers for that service.

*Public Facilities Table 1* identifies the breakdown of materials and the costs of their disposal based on 1994 data. Approximately 70% of the trash collected ends up at PERC. Household trash clearly represents the greatest potential for increasing recycling participation and, major changes in the way this country packages goods represents the most likely way to generate substantial savings in the cost of solid waste disposal; i.e. by increasing participation in recycling efforts

In 2000 the Town had to find the proper way to dispose of over 5000 tons of waste. Of the waste that was recyclable (perhaps a fifth) the Town achieved a 58% recycling rate, well above the State target of 35%. Unfortunately, only about half of the solid waste generated is handled through the transfer station. On a positive note, the market for some materials is good and the materials taken out of the waste stream are not subject to PERC tipping fees.

**Cemeteries.** The Public Works Department maintains seven cemeteries in Hampden with a combined acreage of over 45 acres. The size of each of the cemeteries is listed in the open space section of the plan. The Town provides perpetual care for a one-time fee.

Cemetery space has been used at a rate of 30 to 40 lots per year. While burials still occur in each cemetery every year, only Lakeview Cemetery has plots which can be purchased.

West Hampden Cemetery has ample space to meet Hampden's needs for many years to come. The Town's cemeteries should also be viewed as permanent open space in the Open Space Plan. The landscaping and maintenance of the facilities has been and should continue to be a priority. It is recommended that any new cemeteries developed should be located outside of the urban service areas. These areas have a higher value for development, and require those utilities.

### TOWN LIBRARY

Edythe L. Dyer's residence was donated to the Town in 1983 to provide a library building specializing in books and services for children. Since its initial conversion from a house to a library the demands placed on the facility have been tremendous. Book circulation has risen from 30,000 books in 1983 to approximately 107,503 in 2000. The library building contains 5,700 square feet on a 2.5 acre site, excluding the 66 foot access way. The building is located approximately 1,500 feet off the main road on an unpaved access road. The building is in a beautiful location; surrounded by large pine trees on a high bank overlooking the Penobscot River.



The library has a collection of over 25,000 volumes and operates with a staff of three full time and two part time employees. The facility is open forty-five hours per week and provides a full range of services, including pre-school and toddler story programs. In addition, the Library provides adult programs such as: book discussion groups on a monthly basis, cooking classes, and February-April vacation reading clubs for older students.

The library operates out of a former residence and suffers from the inadequacies associated with the conversion of the former use into a public building. Recent modifications to the structure

and its heating and ventilation system have improved the occupancy of the building but its layout and design lack flexibility and growth potential. The structure is partially handicapped accessible. The building has only 12 parking spaces for visitors and staff, when codes dictate that it should have 28. There is some potential for expansion of parking via a .75 acre easement which was set aside at the time the Town acquired the facility.

The Library has established a long range planning committee charged with looking at the physical and operational needs of the facility. While there are no official national standards for libraries, the American Library Association does have very minimal guidelines which the Town of Hampden surpasses.

The operation of the library is overseen by a Board of Trustees which are appointed by the Town Council. In 1989 a fund drive created a \$200,000 library endowment fund. In addition to tax revenues, the library uses a portion of these funds to maintain its high level of service.

Access to the Maine State Library system is available through the inter-library loan program at the Dyer Library, as well as by telephone, mail, and computer modem.

**Future Plans.** The Town needs to decide what this facility will need in the future and if those things can be provided at the current location. Foremost is to enhance and expand floor area, provide adequate parking, and a safe access way.

At the time the building was conveyed to the Town, additional land area was set aside for an additional parking through an easement. If the Town opted to remain at this location; the existing parking area could be used for building expansion and the .75 acre easement area could be developed into a parking area.

In selecting a new site for the library, key considerations should be: proximity to schools, and availability of municipal services (fire police,

sewer, water, bus service, sidewalks, etc). Residential or mixed use areas would be preferable to commercial locations.

### LURA E. HOIT POOL

The Town's indoor swimming pool was funded through the estate of Lura E. Hoit, resident of Hampden. The pool is located at 146 Western Avenue just up from the Municipal Building and Post Office.

*Laura Hoit Pool*



Construction was completed in the spring of 1995. The pool was designed to be a family oriented recreational facility. The design accommodates small children, active teens and persons with disabilities. The pool's programming provides a host of activities including; red cross swim instruction, lap swim sessions, aerobics, and pool rentals. The facility's costs are offset by user fees. While the pool is not limited to only Hampden residents, nonresidents pay a higher use fee.

### EDUCATION

Hampden is part of Maine School Administrative District #22 (MSAD 22) which provides public education service for all ages. MSAD 22 is made up of Hampden, Newburgh, and Winterport. The District's school age population is constantly changing. The evaluation of the existing facilities are from October of 1996. The student populations are based on April of 2001 data

*Aerial View of Schools Looking West*



**Hampden Academy.** Hampden is the locus for the regional high school, Hampden Academy, which currently houses 724 students in grades 9-12. The Superintendent's office has determined that the appropriate capacity of the school, based

*Hampden Academy*



on the number of teaching stations and instructional laboratories is 625; therefore, the Academy is somewhat overcrowded and space allocation is not ideal. In addition, there are several portable classrooms at the Academy. (Enrollment counts

from 4/1/2001).

With the Academy's population well in excess of its appropriate capacity, the School District has applied for state funds with which to expand the physical plant.

**Earl C. McGraw Elementary School.** The Earl C. McGraw Elementary School built in 1970 is in very good condition.

*McGraw School*



Its current enrollment in classes K-2, is 288. There is inadequate space for Art, Music, and

Special Education as well as for other programs. The facility currently owns one double portable classroom in addition to its main structure.

**George B. Weatherbee School.** The George B. Weatherbee School (a circa 1955 building with a wing added in the

*Weatherbee School*



1960's) which houses classes 3-5. The building suffers from energy inefficiencies and limited, undersized,

educational space. Current enrollment is 293, with a capacity for about 352. The lot is small and its students have to share recreation space with Hampden Academy across the street.

**Reeds Brook Middle School.** The Reeds Brook Middle School (recently completed) has eliminated the crowding at the Weatherbee and McGraw Elementary Schools, and provide growth capacity at both levels. The school houses 417 students in classes 6 through 8.

*Reeds Brook School*



The School District has not yet determined the cost of expanding the Academy, which is its current priority. However, the first phase of obtaining state authorization to

proceed with an expansion is the submittal of an application detailing the objectives and shortfalls of the District's educational philosophy and its physical plant's ability to meet them. This was done in the spring of 1993.

MSAD is allowed by the State to maintain a debt limit of 10% of the System's State Valuation. The District has a debt level of just over \$15 million and an allowable limit of nearly \$38.6 million. Therefore; in theory, the District could incur further debt of over \$23 million to construct an improved physical plant.

The Town should continually urge the School District to develop new facilities within the urbanized area and not at remote rural locations. In addition to the school's academic buildings, MSAD 22 has numerous recreational facilities for the schools various sports programs. The recreational facilities at the schools are included in the town wide assessment of recreational facilities.

## MEDICAL FACILITIES

**EMMC.** The Town of Hampden is primarily served by Eastern Maine Medical Center (EMMC) located in Bangor. EMMC is a 425 bed, full service facility which provides emergency room service for the region. EMMC provides

numerous advanced on-site medical procedures as well as a full range of out-patient services.

**SAINT JOSEPH HOSPITAL.** Also located in Bangor it is a full service hospital providing beds and outpatient services and emergency care. Bangor has numerous medical practitioners affiliated with its two hospitals (while Hampden has a few local practitioners serving local needs in the areas of dentistry eye care and family medicine).

**ACADIA HOSPITAL.** Located in Bangor it provides both in patient and out patient psychiatric care and addiction treatments.

**BANGOR MENTAL HEALTH INSTITUTE.** Located in Bangor this is the Maine State Mental Hospital. BMHI has cut back much of its services in recent years “de-institutionalizing” patients back on to the streets. This has placed additional burdens on local social service providers and law enforcement agencies.

## PUBLIC OPINION SURVEY RESULTS

The 1985 University of Maine survey addressed public facilities in several ways. One of the primary questions dealt with "Municipal Services". Generally, residents felt that the services provided by Hampden met the needs of the community.

Respondents to the survey were asked to rate the delivery of certain services over the year previous to the survey. The following table summarizes the responses. Numerical values assigned and averaged as follows: 1=very good, 2=good, 3=average, 4=poor, 5=very poor.

In the survey it was noted that respondents over the age of 65 generally gave higher ratings to services than did the younger respondents. Respondents were also asked whether they wished service levels to remain the same, or be increased or decreased. Preferences were generally to retain service levels as they were with the exception of

road maintenance and repair. Forty-seven percent desired increased service to road maintenance and repair, and forty-nine percent wanted it to remain the same. Forty-three percent of respondents were willing to increase property taxes—slightly—if that would allow municipal services to remain the same.

*Public Facilities Table 6. Average Ratings of Municipal Services, Hampden 1985*

Library	1.77
Fire	1.81
Cemeteries	2.24
Police	2.31
Snow Plowing & Street Sanding	2.35
Street Lighting	2.65
Sewers	2.67
Road Maintenance & Repair	3.04
Sidewalks	3.19
Source: 1985 Survey of Citizen Attitudes in Hampden, University of Maine	

The survey also dealt with development and protection of rural zones. Since most of the land in Hampden is still zoned as rural, with limitations on industrial and commercial growth, the survey asked residents to give their opinion on this approach to growth control. Thirty-one percent of respondents felt that the "rural zones must be protected at all costs", fifty percent felt that the "rural zones should be developed, but only after careful review by the Planning Board". Age played a significant role in this question; the younger respondents felt more strongly about protecting the rural lands than did those over 35 years of age.

## UTILITIES PLAN

**General Policy.** The provision of streets and sidewalks, water and sewer; and services such as fire, police, and others (second only to land use regulations) is the Town's most powerful means of directing growth and development. These provisions will be referred to as urban services. Zoning provisions which allow high density residential development or intensive

commercial/industrial complexes without the provision of adequate urban services will likely not occur. The location and timing of urban services are within the control of the municipality (for the most part).

This Comprehensive Plan's development scheme is based on the designation of a growth area and a growth boundary. Land beyond that boundary is termed rural areas and protected areas (such as those near water bodies). This growth boundary is based on the existing and future location and capacity of urban services. Those urban services include: streets, water, and sewer; and services such as fire, police, and others. Through coordinated efforts the cost of providing those public improvements will be minimized and their impact maximized.

The Land Use Regulation and Growth Management Program rely on the provision of urban services to direct development to the areas where growth is intended. These programs strongly discourage the extension of utilities to areas not recommended, or the development of intensive uses in unserved areas. The development of non-served uses in areas with the utility service area (growth area) should also be discouraged.

## GOALS

- To plan for the maintenance and orderly growth of public utilities.
- To direct development to those areas served by public utilities.
- Coordinate the activities of all utility and service providers on a local and regional level.

## SEWER SERVICE

**Background.** The Town currently has approximately 26 miles of sanitary sewer; serving over 1,300 establishments. The estimated service area of the existing sewer system is approximately

1,124 acres. Hampden's major interceptor lines were built between 1983 and 1985.

The sewer system is connected to the City of Bangor's Waste Water Treatment Facility. The City of Bangor has provided primary and secondary treatment since 1993. The Pine Tree Landfill is also served by Bangor's treatment facility although their line connects via Hermon's town sewer.

**Current Use & Capacity.** The Town's system presently includes 7 pumping stations. While several of the pump stations serve limited geographic areas, 3 pump stations are an integral part of a major service area. Located behind the Hampden Water District Office is the main pump station for the Town. All areas with sewer south of Westbrook Terrace flow into this pump station. All areas with sewer north of Westbrook Terrace Extension will flow via gravity to the treatment plant in Bangor. The main pump station and related force main have a capacity to handle 1,000,000 gallons per day. Presently, that pump station operates at about half capacity. The sewer service area map identifies the existing sewer service areas. Approximately 200,000 gallons per day (GPD) are received each day at the Bangor treatment plant with peak flows of 400,000 to 500,000 GPD.

The Town actively pursues an annual program of upgrading sewer lines to reduce infiltration. In addition, the Town enforces rigid guidelines on new sewer construction. It has been the policy of the Town to not approve new sewer expansions which require individual lots or sections of developments to be pumped to the main system.

**Future Capacity.** With the development of expanded treatment at the Bangor plant, Hampden has obtained an average daily capacity of .84 million gallons per day (MGD) with a peak flow of 1.5 MGD. In terms of sewer capacity, it is in the Town's best interest to direct development with sewer north of the drainage divide to



eliminate pumping and its related capacity limitations.

**Future Plans or Expansions.** In the development of the Comprehensive Plan, several sewer expansion plans were reviewed. Extending sewer service to new areas can provide a variety of benefits. Higher residential development densities can be supported, business opportunities can be expanded, and existing system weaknesses can be corrected.

Sewer service extensions and expansions should not be undertaken lightly. Sewer service represents a vital and expensive commodity, and careful planning should be undertaken prior to extending sewer lines. Utility expansion should be coordinated with land use policy and analysis of development potential. The Town should avoid the installation of sewers in unsuitable locations because it will inadvertently encourage development simply because the sewer is available. However, hindsight also demonstrates that a sewer master plan will serve more land area than simply following proposed streets with about the same length of pipe.

There are two major system expansions which have been discussed and are included in this plan. Those are the Reed's Brook interceptor to serve the Four Mile Square area and beyond on Western Avenue, and the Sucker Brook interceptor to serve the 202/Coldbrook Road/Interstate 95 industrial area. In order for the development potential of the Four Mile Square to be fulfilled, the construction of the Reed's Brook interceptor is essential. That line will not only service new development in the Four Mile Square but overcome some of the limitations of the existing pumped lines on Western Avenue. Service to the industrial area via the Sucker Brook interceptor is now complete and the Town's Business and Commerce Park will soon be under construction because it is.

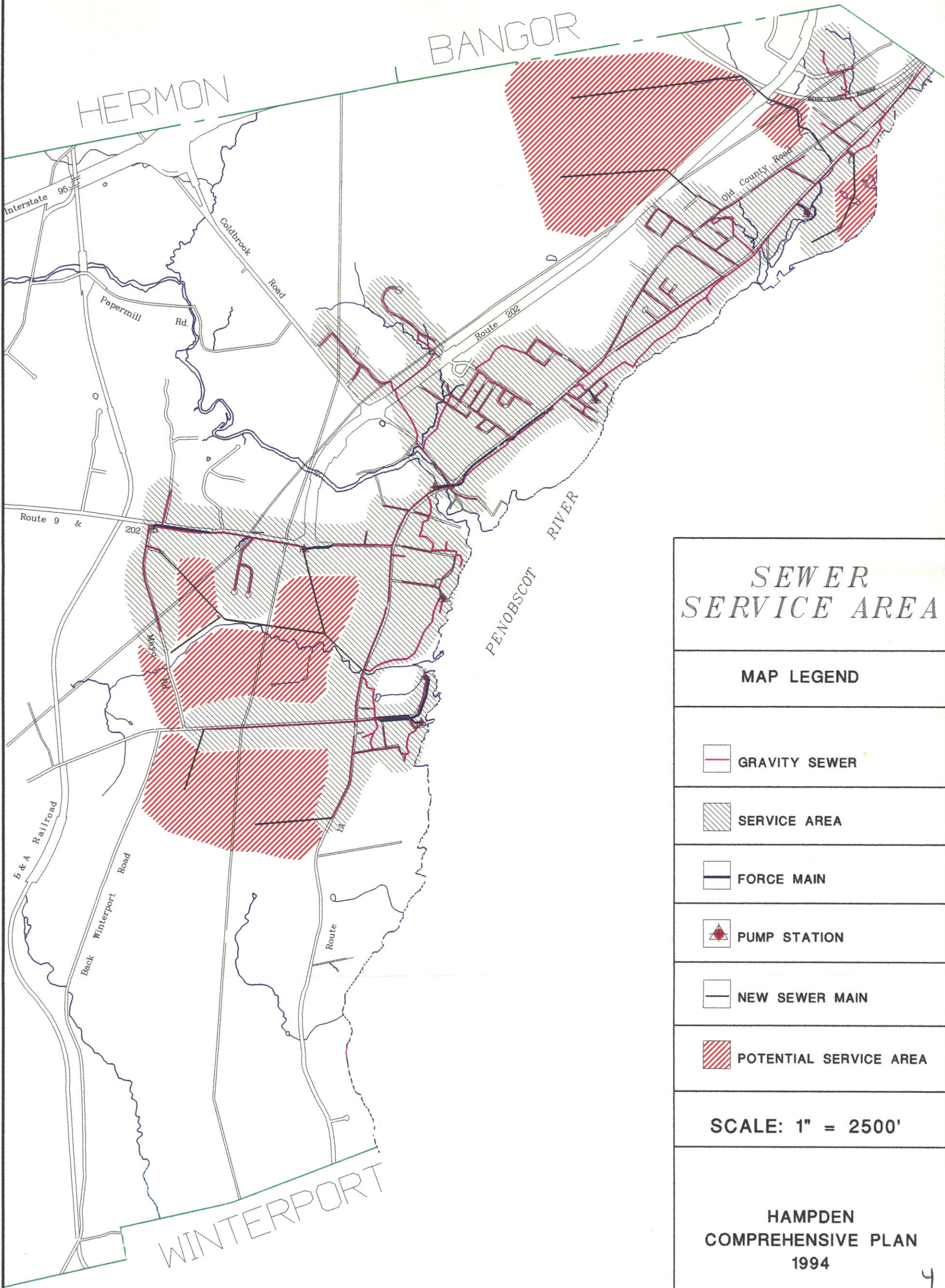
**Sewer Policy.** As Hampden's sewer system represents a significant public investment, the maintenance of that system should be of highest

priority. The development of new sewer extensions should be designed for the maximum benefit of existing and future users, and constructed as to reduce infiltration and maintenance costs. While the construction of pump stations and shallow lines may have initial cost savings, the long term investment in a gravity system is in the municipality's best interest. It is recommended that the Town continue its policy to strongly oppose the development of pump stations in the extension of new services. Two exceptions to this policy should be considered nevertheless.

- In areas that are within the Urban Growth Boundary and ultimately planned for sewer and water it may not in the best interest of the Town to rule out a temporary pump station (built at developers expense) and thus by default mandate well and septic. This is a question of timing rather than policy. Three options are currently available to developers in areas planned for an interceptor sewer but not as yet built: Do nothing until the Town extends the interceptor, extend the interceptor for the Town and then develop the parcel, or ignore the fact that the area is proposed for sewer and water and utilize well and septic instead. In this scenario the result will generally be well and septic. Future extension of the sewer will be hindered because it must bypass these non-sewered developments. The Town might also consider taking the cash that the developer proposes to spend on the temporary pump station and utilize it towards the completion of the extension of the interceptor as planned.
- This pump station policy should not prohibit the development of individual sites which require pumping to the existing sewer.

The sewer extension options included in this plan are rough estimates of potential gravity sewer extensions. The plan does envision the potential to service large acreages in future development, and a pump station may be required. It is recommended that this option be undertaken after all other alternatives are exhausted. The new





# SEWER SERVICE AREA

## MAP LEGEND

 GRAVITY SEWER

 SERVICE AREA

 FORCE MAIN

 PUMP STATION

 NEW SEWER MAIN

 POTENTIAL SERVICE AREA

SCALE: 1" = 2500'

HAMPDEN  
COMPREHENSIVE PLAN  
1994



system will be designed to accommodate a considerable drainage area.

### WATER SERVICE

The Town of Hampden is serviced by the Hampden Water District (HWD) which operates and maintains the public water mains and laterals

*Water District Office*



within the Town of Hampden. A portion of Hampden, located within the boundaries of the Maine Central Railroad tracks, is within the direct service area of the

Bangor Water District.

**Hampden Water District.** The Hampden Water District is made up of 5 trustees, which are elected, and a superintendent which is appointed. The Town presently uses .28 million gallons per day (MGD).

The Hampden Water District serves approximately 1500+ customers and provides fire protection through 156 hydrants and 29.8 miles of water mains. Out of the more than 1.8 billion gallons of water produced by Bangor Water in 1999, The Hampden Water District distributed more than 106.8 million gallons of water in 1999, more than 291,400 gallons per day.

Our District stores 1.25 million gallons of water between our two storage facilities located on the Old County Road and the Kennebec Road. These storage facilities allow us to meet peak system demand (435,000 gallons in 1999) while maintaining adequate fire protection.

**Limitations to Service.** Floods Pond has served as the sole source of water supply for District customers since 1959. Floods Pond, located in the town of Otis east of Bangor, lies in a pristine, forested watershed. The lake provides some of the purest drinking water in the nation. To protect the

quality of water in Floods Pond from being degraded, the Bangor Water District has acquired almost 3,700 acres of land in the watershed. District land ownership guarantees that no changes in land use will occur that will pollute the drinking water supply. Public access and recreational activities in the Floods Pond area are prohibited to minimize the possibility of introducing disease-causing organisms to the drinking water supply.

This program to prevent contamination of Floods Pond is very important. Floods Pond is one of

*Floods Pond*



only twelve surface water supplies in Maine where filtration is not required. This waiver recognizes the excellent quality of the District's source of supply and the effectiveness of its

watershed protection program. In addition to protecting public health, preventing pollution of Floods Pond saves District customers tens of millions of dollars in capital and operational costs for filtration facilities.

Because of Floods Pond's high quality, the only water treatment processes required to ensure safe water at your tap are disinfection, pH adjustment and fluoridation.

Disinfection is achieved using a state-of-the-art ozone treatment facility, followed by chloramines. Ozone is the most effective disinfectant currently used by any water utility. However, because ozone is short-lived, it does not persist beyond the treatment plant. Therefore, chloramines, a combination of chlorine and ammonia, are added as a secondary disinfectant to maintain high quality drinking water throughout the water distribution system.

pH Adjustment is required because Floods Pond, like most surface waters in Maine, is naturally soft

and acidic. Without treatment, the water will slowly dissolve metals, including copper pipes and other plumbing fixtures. Adding lime minimizes the water's corrosiveness by reducing its acidity and raising the pH. The effectiveness of controlling corrosion is shown by the low levels of lead and copper in samples collected from household water faucets.

Fluoridation, the boosting of Floods Pond's natural fluoride levels, helps reduce the frequency of tooth decay and improves dental health. Fluoride is especially effective at reducing rates of tooth decay in children.

All of Hampden's public water supply comes from the Bangor Water District's mains which draw water from Floods Pond in Otis. That system, completed in 1959, has an available yield of 12 MGD. In the 1960's the average pumpage was 4 MGD, and presently is about 6 MGD.

Due to concerns about fish habitat, the State of Maine has set limitations on the amount of water the Bangor Water District can pump from Flood's Pond. The district's #1 priority is serving the City of Bangor. Secondary users, such as the Hampden Water District, may be limited in capacity for new water users; especially high demand uses such as industrial or commercial operations.

**Future Plans or Expansions.** The Water District provides water to the majority of the urbanized portion of Hampden. Everywhere public sewer is located, there is public water; and there are water lines in areas in which gravity sewer service will not be available.

The present plan for the Water District is to improve the fire flow in those areas which are experiencing limited pressure and flow (gallons per minute). The district has been working to improve flow via interconnection of the two existing water storage tanks with a twelve inch main across the Four Mile Square.

The district does have the capacity to extend service to the Ammo Industrial area, as well as areas surrounding Pine Tree Landfill off the Emerson Mill Road; should ground water contamination appear in residential wells.

### *Pine Tree Landfill*



The Water District is secure with its existing contract with the Bangor Water District to provide for the foreseeable future needs of the Town of Hampden

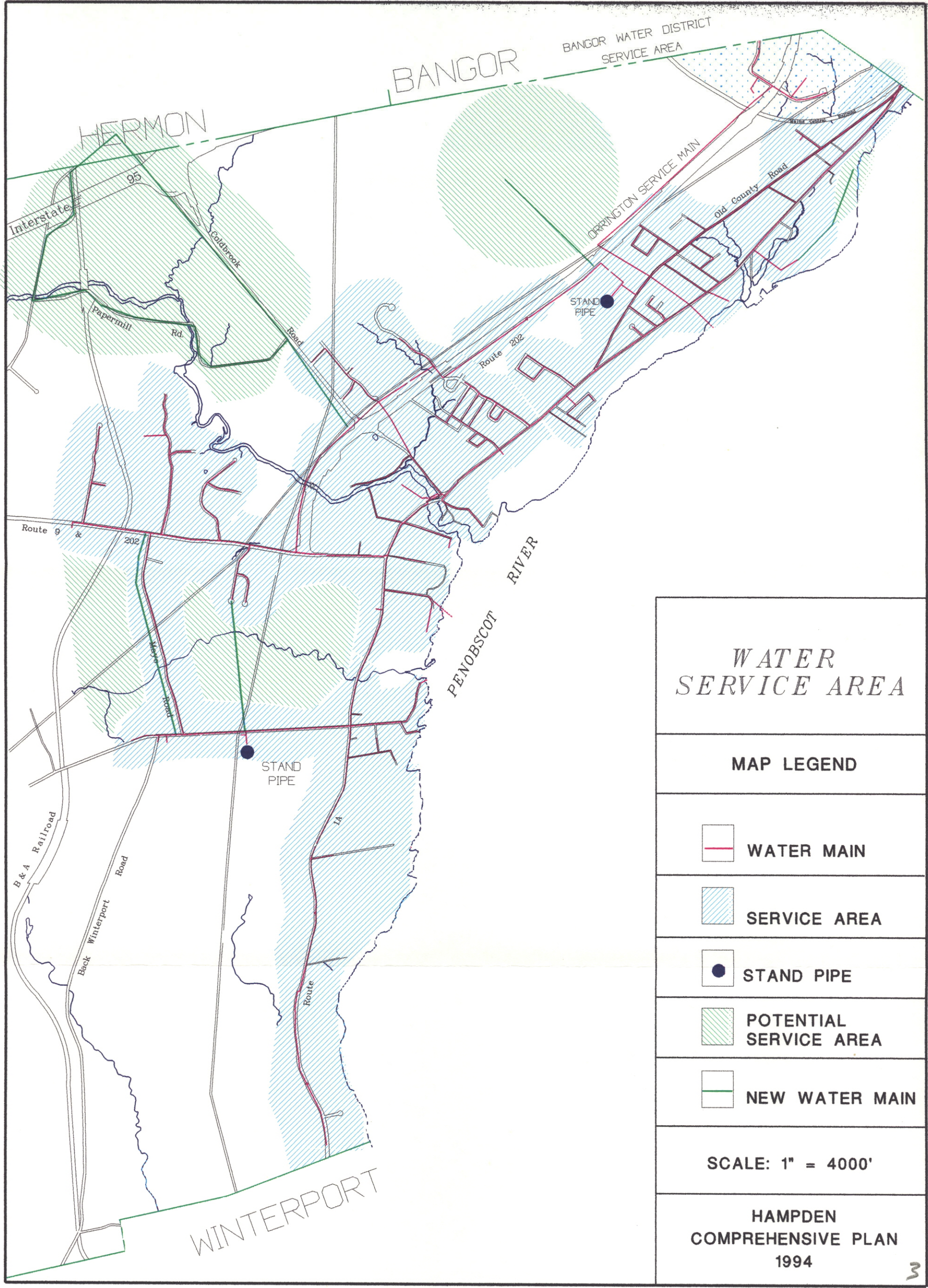
(approximately .8 MGD). At the district's request, the Town should review potential water conservation measures in new construction.

## STREET DESIGN STANDARDS

The Town's municipal street and sidewalk standards have a large impact on the function and appearance of its residential neighborhoods. Presently the Town has one set of street standards which governs urban and rural roadways the same. The present standards do provide for local versus collector roadway designs. The present standards have no guidelines for commercial or industrial roadways. This is largely due to the almost total lack of extensive commercial or industrial subdivision activity. Related street and sidewalk information is found in Chapter 7 Transportation on page 7.

In 1993, in concert with other elements of the Comprehensive Plan, a survey of local residential street design standards and their related costs were conducted. A Residential Subdivision Cost Estimate Report was produced by J. S. Sewall which provides estimates for various construction methodologies and potential elements to be included in local design standards. In addition to the report a 1 hour video tape was developed to further provide visual representation of the various examples. The elements which were evaluated were: pavement width and thickness, stormwater drainage systems, sidewalks, electrical





BANGOR

BANGOR WATER DISTRICT  
SERVICE AREA

HERMON

Interstate 95

Coldbrook Rd.

Papermill Rd.

Road

ORRINGTON SERVICE MAIN

Old County Road

STAND PIPE

Route 202

Route 9 & 202

PENOBSCOT RIVER

STAND PIPE

B & A Railroad

Back Winterport Road

Route 1A

WINTERPORT

## WATER SERVICE AREA

### MAP LEGEND

 WATER MAIN

 SERVICE AREA

 STAND PIPE

 POTENTIAL  
SERVICE AREA

 NEW WATER MAIN

SCALE: 1" = 4000'

HAMPDEN  
COMPREHENSIVE PLAN  
1994



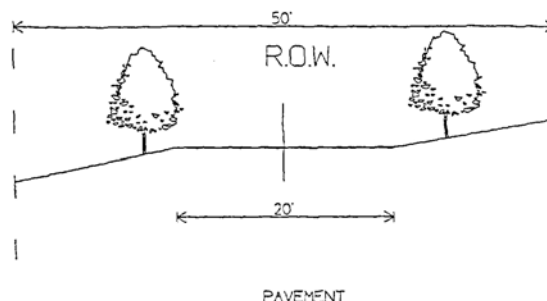
utilities, curbing, cul-de-sacs, and underdrains. While it was initially presumed that Hampden's road standards were some of the most costly in the greater Bangor area the analysis indicated otherwise. The analysis did not evaluate streets which were substantially inadequate.

Recommendations are made for new street standards from this analysis to improve the character of our neighborhoods and extend the life expectancy of our residential roadways. The primary recommendation is to eliminate open drainage systems in urban residential developments. Enclosing the drainage system allows the land area required for the roadway to be reduced to fifty (50) feet of right of way and eliminate numerous roadside and culvert headaches. Landscaping easements to plant street trees outside the ROW may also be useful particularly if it helps to keep the tree branches out of the overhead wires and minimize the upheaval of the sidewalks.

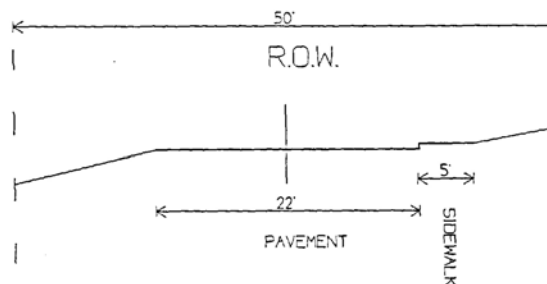
Substantial cost is connected to the enclosed drainage system requirement, however the Town's Public Works Department has had to undertake this activity after-the-fact in some developments in Hampden that are low in the watershed, and otherwise poorly drained, 10 or 15 years after their completion. The cul-de-sac size will be radically reduced, and the cost of construction will be reduced somewhat as well. Sidewalks are recommended on designated through collectors. Underground electrical service was reviewed but it is not recommended as a minimum requirement at this time. An aesthetically pleasing development should be the subdivider's charge and his proposal of how to achieve that end that should be evaluated on a case by case basis by the Planning Board. Possibilities include retaining existing trees, planting new street trees, providing underground electrical service or other means.

## URBAN STREET GUIDELINES

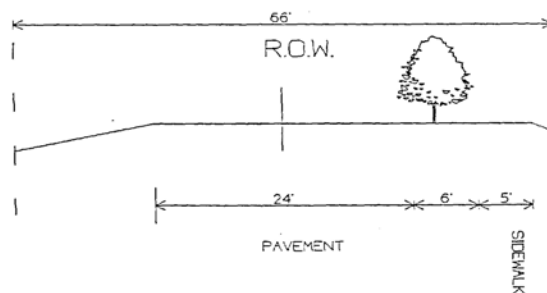
**Residential Street** is a residential street serving no more than 20 homesites and typically no longer than 1000 feet.



**Residential Collector** is a residential street which provides access to smaller Residential Streets. A Residential Collector is typically no longer than 3,000 feet and is designed to handle 800 daily trips.



**Through Collector** is a street which accommodates through traffic or heavier volumes from one portion of Town to another. A Through Collector is not intended to be a dead end street. Such Streets should be designed with access limitations and additional setbacks and buffers.





URBAN STREETS DESIGN STANDARDS			
	Residential		Through
	Street	Collector	Collector
Right of Way	50'	50'	66'
Pavement Width	20'	22'	24'
Min. Grade	1%	1%	1%
Max. Grade	8%	5%	5%
Min. Center Line Curve	100'	200'	300'
Pavement Thickness	2.5"	2.5"	3.0"
Shoulder Width	2' each side	2' one side	2' one side
Pedestrian Way	See Note #1	See Note #1	YES
#1 Pedestrian Way (consistent with comprehensive sidewalk and/or recreation plan).			

Rural roadways will have a different set of standards based on their traffic volume and our intent to maintain a rural setting and not a urban one.

### RURAL STREET GUIDELINES

**Country Lane** is a narrow rural street serving no more than 15 homesites and typically no longer than 1,000 feet.

**Rural Roadway** is a rural street which provides access to smaller Country Lanes. A Rural Roadway is typically no longer than 3,000 feet and is designed to handle a maximum of 400 daily trips.

**Rural Collector** is a rural street which accommodates through traffic or heavier volumes from Rural Roadways or Country Lanes. A Rural Collector is not intended to be a dead end street.

RURAL STREETS DESIGN STANDARDS			
	Residential		Through
	Street	Collector	Collector
Right of Way	66'	66'	66'
Pavement Width	20'	22'	24'
Min. Grade	1%	1%	1%
Max. Grade	8%	5%	5%
Min. Center Line Curve	100'	200'	300'
Pavement Thickness	2.5"	2.5"	3.0"
Shoulder Width	2' each side	2' one side 4' other	2' one side 6' other
Pedestrian Way	See Note #1	See Note #1	See Note #1
#1 Pedestrian Way (consistent with comprehensive sidewalk and/or recreation plan).			

### RESIDENTIAL STREET GUIDELINES

Design of circulation and access systems in new residential developments should reflect the Town's basic street systems principles rather than individual elements of the system. The local street systems design should recognize the following factors:

- Safety of both vehicular and pedestrian traffic;
- Efficiency of service for all users;
- Livability of the residential environment;
- Economy of land use, construction, and maintenance.

Street layout is an integral part of the success of the community in terms of both function and marketability of the homes built. The street layout determines: utility installation locations, the solar orientation of the homes, the degree of interaction among neighbors, and many other features. The following guidelines are an elaboration of one or

more of the four factors noted above. These guidelines are not intended as absolute criteria, since in some instances; they may conflict with one another (depending upon the design priorities).

- Paved access should be provided to all developed urban parcels.
- Street system designs should discourage through traffic on local residential streets.
- The layout of a local street system should not create excessive travel lengths.
- Local street systems should be logical and understandable; the street system should be easily "read" by the user.
- Local circulation systems and land development patterns should not detract from the efficiency of adjacent major streets.
- The local circulation system should not have to rely on extensive traffic regulations or control devices to function efficiently and safely.
- Traffic generators such as schools, churches, or neighborhood shops within residential areas should be considered in the local circulation pattern and directed to collectors or arterials.
- Residential streets should clearly communicate their local function and place in the street hierarchy.
- The local street system should be designed for a relatively uniform low volume of traffic. However, collectors should be planned to accommodate peak periods of demand.
- To discourage excessive speeds; streets should be designed with curves, changes in alignment, and short lengths. Further, streets should not be designed to be wider than necessary.
- Conflict points between pedestrians and vehicles should be minimized.
- Consistent with safety and livability, a minimum area should be devoted to streets.
- The number of intersections should be minimized.
- Local street layout should permit economical development of land and efficient lot layout.

- Local streets should be responsive to topography and other natural features from the standpoint of both economics and amenity.
- Higher density residential areas should provide for public transit service where appropriate (see housing policies).
- Streets should be designed to accommodate local emergency services.
- Pedestrian movements and nonmotorized (i.e., bicycle) movements, should be accommodated.
- The residential street should enhance the community's visual image.

### **SIDEWALK DESIGN GUIDELINES**

Sidewalks, typically four feet wide, should typically be provided along streets used for pedestrian access to schools, parks, shopping areas, and transit stops. A three to five foot border area or grass strip between the street's edge or curb face and the sidewalk is desirable in areas where space permits, and the level of traffic suggests a physical separation. Grass strips provide visual separation between the paved surface of the street and sidewalk as well as the following benefits.

- Children walking and playing enjoy increased safety from street traffic.
- Conflicts between pedestrians and trash receptacles awaiting pickup at the edge of the street are eliminated by using the border for temporary storage.
- The sloped transition area necessary for an appropriate driveway gradient is minimized by locating a major portion of the gradient within the border.
- Danger of collision between pedestrians and out-of-control vehicles is minimized by placement of the walk at maximum practical distance from the curb.
- Conflict with storage of snow plowed off the roadway is minimized.
- In rainy weather, pedestrians are less likely to be splashed by passing vehicles.

- Space is available to plant street trees.
- Where cyclists and pedestrians share common pathway a wider width is more desirable.

### **STORMWATER DRAINAGE**

Hampden's existing stormwater system is a mixture of old and new: Catch basins and stormwater pipes along the main arterial roadways to roadside drainage ways and stormwater detention ponds constructed in newer subdivisions. The Town does not have a developed town-wide stormwater management plan. The Town's existing policy on storm water management can be found in the existing Subdivision Regulations which requires developers to demonstrate "no peak increase" in stormwater leaving the site in a post development scenario. This standard has not always led to a desirable result. The Town is often left with a detention pond to maintain or stormwater systems which extend flows through the subdivision to reduce or eliminate peak flows. Recent changes in the development guidelines have prohibited open drainage systems in urban areas, eliminating the continuing problems of seasonal culvert freezing and flooding as well as the negative impacts on roadside drainage ditches.

The Site Plan standards are less specific in terms of the post development rates to be achieved, but do provide broad guidance as to areas of concern. The Town should add language to the Zoning Ordinance to set a threshold at which a formal drainage submission is required.

Stormwater, review and downstream impacts need to be a part of any substantial development review. Without evaluation the cumulative impact of many small projects can be overwhelming. The land south of Western Avenue drains to a linear wetland which drains under Route 1A adjacent to the Hannibal Hamlin Shopping Center. The current outlet culverts are undersized and occasionally cause spring flooding on Route 1A. The Town should carefully review development proposals on either side of this drainage area to

determine that they do not aggravate the situation.

### **ELECTRICAL SERVICE**

The Town's electrical service is primarily provided by Bangor Hydro-Electric Company; with some portions served by Central Maine Power Company. The current electrical system is sufficient for the existing and future needs of Hampden.

**Planning Issues.** Bangor Hydro-Electric has planned for future electrical consumption in the commercial and industrial portions of town. In the 1980's, a substation was built off the Main Road in East Hampden and a 46 Kv line was extended to US Route 202. The lines which run along 202 have the ability to carry increased loads to service any industrial needs in the area of Ammo Industrial Park, or commercial development on Western Avenue. To provide better service, to the greater Bangor area, investigation is being made into an electrical transmission connection from the 202 location to a point north of the Bangor International Airport. The Town should continue to treat large aerial transmission lines as a conditional use, and locate them in areas of least disruption to the community.

### **STREET LIGHTING**

The Town's existing policy has been to provide street lights primarily at intersections. No policy has been developed as to lighting levels to be achieved or typical spacing for light fixtures. The Town should develop a responsible policy to light Hampden's streets in a consistent and safe manner while respecting the rural character of much of the Town. Additionally, the Town should no longer select street lamps whose bezel extends beyond the shroud and lights up the night sky.

### **TELEPHONE SERVICE**

Telephone service is provided by TDS Telecom (formerly Hampden Telephone Company) and Verizon (formerly Bell Atlantic and New

England Telephone Company). TDS indicates its main switching facility has the capacity to provide most available services provided elsewhere in the state. Presently, due to service area provisions, calls from some portions of Hampden to neighboring communities are toll calls. More options in the basic level of phone service may soon be available to eliminate that situation.

Telephone service (as well as other public utilities) require a number of small utility sized buildings to provide neighborhood based support. The Town's zoning contemplates these sorts of structures as "buildings necessary for essential services" in every district but the Business B District. The Town should make certain that this use is available where it is required.

While, at one time, it was TDS's policy to install phone lines underground; they indicate that is no longer their preference.

### **CABLE TELEVISION**

Cable television is provided to portions of Hampden by Adelphia through a franchise agreement. The system serves approximately 1,200 subscribers and has been expanding its subscriber areas and currently runs over 32 plant miles. The company generally restricts its expansion to areas with at least 24-50 households per mile; however, individual circumstances may occasionally allow service into areas with lesser densities. The company expanded over five miles during calendar year 1992 alone.

As with other utility services, it is recommended that service be provided to urban sections (growth areas) prior to extensions into rural areas. The impact of deferring cable service on the Town's rural character is of less concern today in the age of the eighteen inch satellite dish than the huge ones only a few years ago. However the cable is now capable of providing broad band internet services which are highly desirable.

**Overview.** Open space, as used in this plan, is open or wooded land which is not occupied by buildings or parking areas. Open space can be publicly owned or privately held land, even when it is not directly accessible to the general public. Open space strongly contributes to the character

*Coldbrook Acres*



of a town, just by being visible. This may be because some of the land is scenic, used for recreation, has public access or merely provides a natural break in the landscape. Examples of this are scattered throughout Hampden as the generally wooded landscape opens up into vistas created by farms, train tracks, roads or water bodies. Hampden citizens greatly value these sorts of vistas despite the fact that there is no public use or access to some of them.

Historically, people in Maine had respect for property rights, but relied on access to and through each others' properties for economic purposes. This tradition is undergoing rapid change as more land is developed and/or acquired by people who don't necessarily hold to the same values, and who are not part of the community's "old time" fabric. As more and more property owners put restrictions on their land (often to limit their own liability), it becomes increasingly clear that the towns and state actually do not own many the spaces, trails and paths that citizens may place in high regard. For example, there are two pipelines running through Town, one owned by the U.S. Government and one by Mobil Oil. These prove to be recreational opportunities for cross-country skiing and hiking, at the discretion of the individual property owners across whose property the pipeline easements run.

## **OPEN SPACE PROGRAMS & METHODOLOGIES**

While most all recreational land is open space, not all open spaces are considered recreation areas.

An analysis of Hampden's recreational facilities and programs will follow the open space section.

A number of techniques can and are used to protect open space in Maine. Government acquisition, non-profit acquisition, voluntary deed restrictions, the Tree Growth Tax law program, the Open Space tax program and the Farm Tax incentives all serve to provide layers of protection. Some recent examples: Penobscot Meadow Industrial Park set aside four acres through deed restrictions and vegetated buffer, the Halpern Subdivision set aside 40 acres in a conservation easement, the Housing Foundation project provided a trail easement to access the adjacent trail through a portion of their property. Recently, Parkway Realty donated sixty acres of land along Reed's Brook to the Town for the cost of the survey and title work. Fortunately, the Town Council could rely on the Four Mile Square Open Space Plan to evaluate the offer. *Open Space and Recreation Table 1.* contains the size and location of numerous open space properties in Hampden.

**Regulatory Programs.** Hampden's Zoning Ordinance has some mechanisms to encourage the preservation of open space when new development occurs. They include cluster zoning provisions with minimum set asides for open space and shoreland zoning with required setbacks and buffer areas. However, there is concern that the resulting dedicated open space has had little functional or recreational value. The Ordinances may need to be revised to actually achieve quality preservation. The absence of an established open space or recreation plan is also cited as a primary reason for this failure. The open spaces received to date have been at the discretion of the developer and tend to be not suitable for play fields. They also tend not to be those vistas that the Town holds in high regard.

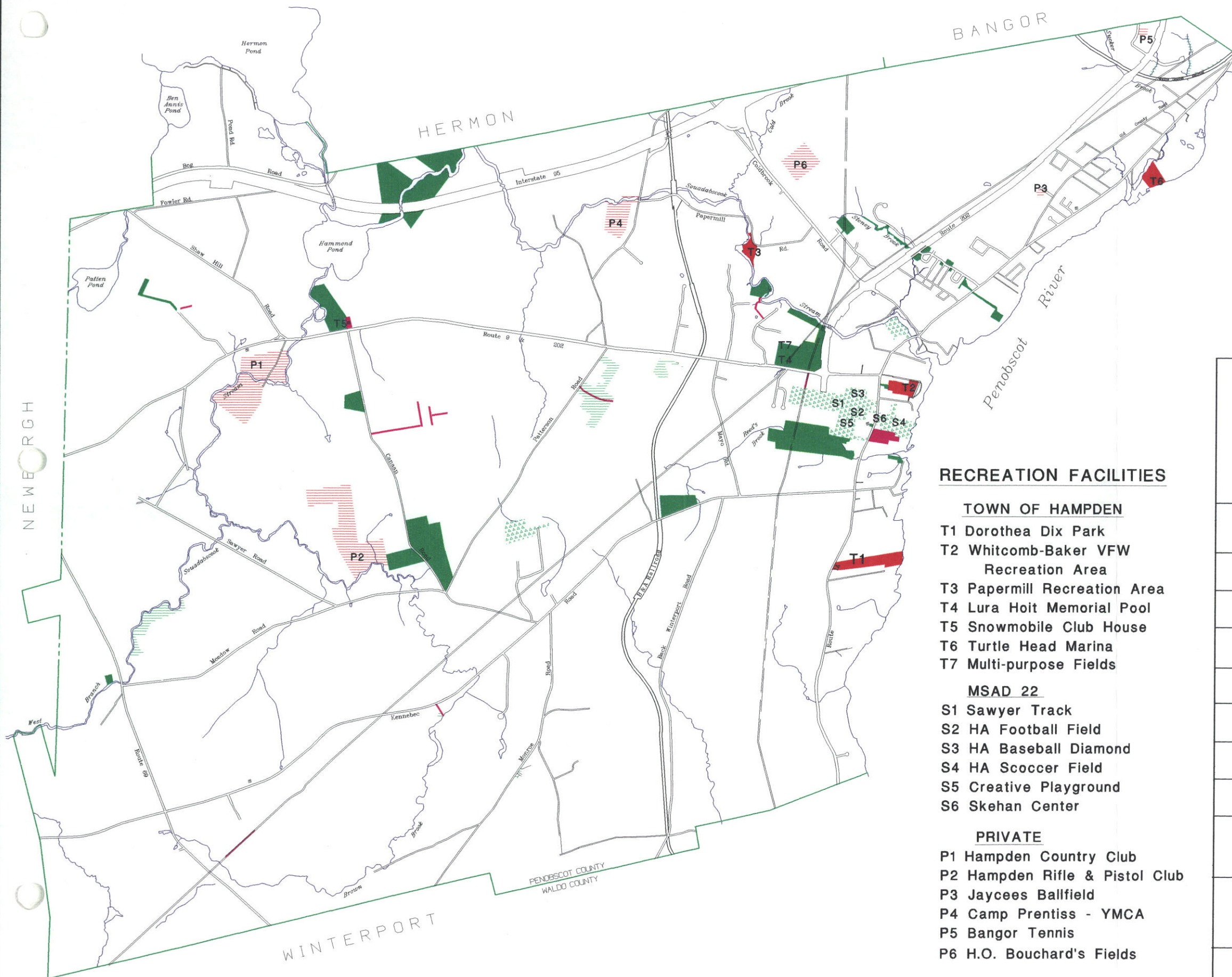
## OPEN SPACE & RECREATION - 2

<i>Open Space &amp; Recreation Table 1. Open Space Inventory</i>		
Name	Location	Acres
BALL FIELD		
- Jaycee's	Ballfield Road	1.0
CEMETERY OPEN SPACES		
- Lake View	Western Ave.	30.5
- Locust Grove	Route 1A	10.5
- Riverview	Route 1A	1.0
- Old Burial Ground	Route 1A	0.5
CONSERVATION EASEMENT		
- Morrell	Streamside Drive	8.0
GOLF COURSE		
- Hampden Country Club	Thomas Road	92.0
MARINA		
- Turtle Head	Marina Road	6.3
OPEN SPACES		
- Swamp	Interstate 95	92.0
- Town (2 parcels)	Canaan Road	28.0
- Town	Kennebec Road	20.0
- Meadows	Sydney Boulevard	15.0
- Wedgewood Forest	Adjacent to Souadabscook	8.0
- Penobscot Meadow Ind. Park	Penobscot Meadow Drive	6.9
- Cool Brook Rec.	Lindsey Way	5.6
- Papermill Rec.	Papermill Road	5.0
- Westbrook Terrace	Daisey Lane	3.5

- West Branch Souadabscook	Route 69	2.0
- Penobscot River	End of Summer Street	2.0
OPEN SPACE TRAILS		
- Halpern	Patterson Road	40.0
- Scotch Pines	Main Trail	3.5
- Ellingwood Heights	Deer Hill Lane	3.0
- Housing Foundation	Western Avenue	0.2
PARKS		
- Dorothea Dix	Route 1A	23.0
PLAY FIELDS		
- MSAD #22	MSAD #22	99.8
RECREATION AREA		
- Camp Prentiss	Emerson Mill Road	26.8
- VFW	Canoe Club Road	8.2
TOWN PROPERTIES		
- Rowell-Ashely	Reed's Brook	60.0
- Public Works	Canaan Road	58.0
- Municipal Building	Western Avenue	30.0
- Library	1A Library Drive	3.7
- Fire Station	Route 1A	0.5

**Tax Programs.** The tree growth tax law is one program which provides tax incentives to maintain open space. There are currently 384 acres in "Tree Growth" tax protection, comprised of nine parcels owned by seven landowners. There are also two owners with four parcels of 43 acres classified in "Farmland" tax designation. These programs give tax breaks to landowners who agree to not develop important open areas. The





**RECREATION FACILITIES**

**TOWN OF HAMPDEN**

- T1 Dorothea Dix Park
- T2 Whitcomb-Baker VFW Recreation Area
- T3 Papermill Recreation Area
- T4 Lura Hoit Memorial Pool
- T5 Snowmobile Club House
- T6 Turtle Head Marina
- T7 Multi-purpose Fields

**MSAD 22**

- S1 Sawyer Track
- S2 HA Football Field
- S3 HA Baseball Diamond
- S4 HA Soccer Field
- S5 Creative Playground
- S6 Skehan Center

**PRIVATE**

- P1 Hampden Country Club
- P2 Hampden Rifle & Pistol Club
- P3 Jaycees Ballfield
- P4 Camp Prentiss - YMCA
- P5 Bangor Tennis
- P6 H.O. Bouchard's Fields

**PUBLIC LAND  
&  
OPEN SPACE**

**MAP LEGEND**

- PRIVATE RECREATION
- SEMI-PUBLIC LAND
- CONSERVATION EASMENT
- PARKS & RECREATION AREAS
- LARGE CEMETRIES
- TOWN LAND
- TRAIL EASEMENTS

**SCALE: 1" = 4,000'**

**HAMPDEN  
COMPREHENSIVE PLAN**

2000

programs can be controversial since they provide tax benefits to private property owners, but do not encourage any public access to these subsidized properties. As revaluations occur, or taxes increase for other reasons, more property owners could conceivably take advantage of these programs. In contrast, the land cover analysis identified more than 2,200 acres in agricultural production and another 1,700 acres in open fields.

## **OPEN SPACE PLAN**

**General Policy.** The intent of the open space plan is to identify those areas, within the Town of Hampden, which have special significance or value as undeveloped space. Open space can take numerous forms such as: cemeteries, golf courses, or wetlands. Identified open space land can be publicly or privately owned. The intent of the plan is not for the Town to acquire all the designated land areas or limit private property owners' rights to maintain and develop their property as they choose, but to identify those areas with some identified value to the Town as a whole. The plan will act as a guideline to the Planning Board, developers and residents as the community's long range plan for open space. Some open space dedications related to recent subdivisions have been of questionable value to the town. Cash in lieu of open space might be a better choice if it were utilized to acquire land of town wide or neighborhood interest. It should be noted that it is not the intent of the open space plan to limit development on private property, but to provide a clear depiction of the Town's goals and priorities for open space. Without an adopted plan there would be no guidance to a developer or the planning board as to what open space would be acceptable. In some places, large tracts of land are identified, and other areas, very small areas are identified.

**Primary Elements.** The primary features identified in the plan are those in the shoreland zone, along the Penobscot River, streams, and brooks. Also, included are areas around wetlands and ponds. Open space in these areas can provide public access, wildlife habitat, and protection

from erosion and sedimentation. Rare and endangered plant species are also included in these shoreland areas.

The plan identifies deer wintering areas, as well as open agricultural fields and pasture lands. The existing trail system; to include snowmobile, cross-country ski, hiking and horseback riding trails, have been identified as important links connecting open space areas. A trail system can provide alternate pedestrian routes, as well as links between residential areas and other open recreational or civic uses.

**Coordination.** While the primary open space areas are identified on the exhibit "Open Space Plan," it cannot include all the elements which should be included. The Plan should incorporate the elements of the community character and historic preservation sections of the plan as well as housing, recreation, natural resource protection and economic development. The Scenic Resources map is an initial inventory of scenic sites in Hampden which is included in the Community Character & History section of the Plan. The value of views and scenic areas should be considered in evaluating open space areas. The Subdivision Ordinance requires that open space, buffers, floodplain protection, and sidewalks should be viewed as separate elements toward a common goal. As will be reviewed under land use regulation; these various standards should be seen as overlapping and not as separate and independent requirements, each with their own independent function. Buffers provide open space, as well as wildlife habitat, floodplain corridors can provide for snowmobile and pedestrian trails.

Regulatory schemes, which define land areas to be set-aside and cash in lieu rates, should equitably measure the open space burden on new developments. Care should be taken in the structure to encourage flexibility and not promote an end result which is of little value to the development or the Town.

**Development Exactions.** As new development occurs, the demand for open and recreation space



increases. The development review process, which directs the provision of public streets for access and utility easements

*Deer Hill Snowmobile Trail*



where necessary, should also address open and/or recreational space. This method helps in distributing the burden equitably among developments and a marketing advantage may result from having such space or recreational facilities nearby. The intent of the open space formula is to enumerate a formula which will provide an approximate amount of space based on the development intended. Hampden provisions also allow for developers to provide cash in lieu of land where no reasonable land option is available. Continued evaluation of the present 5% formula should be undertaken to see if a more equitable formula can be developed.

## RECREATION PLAN

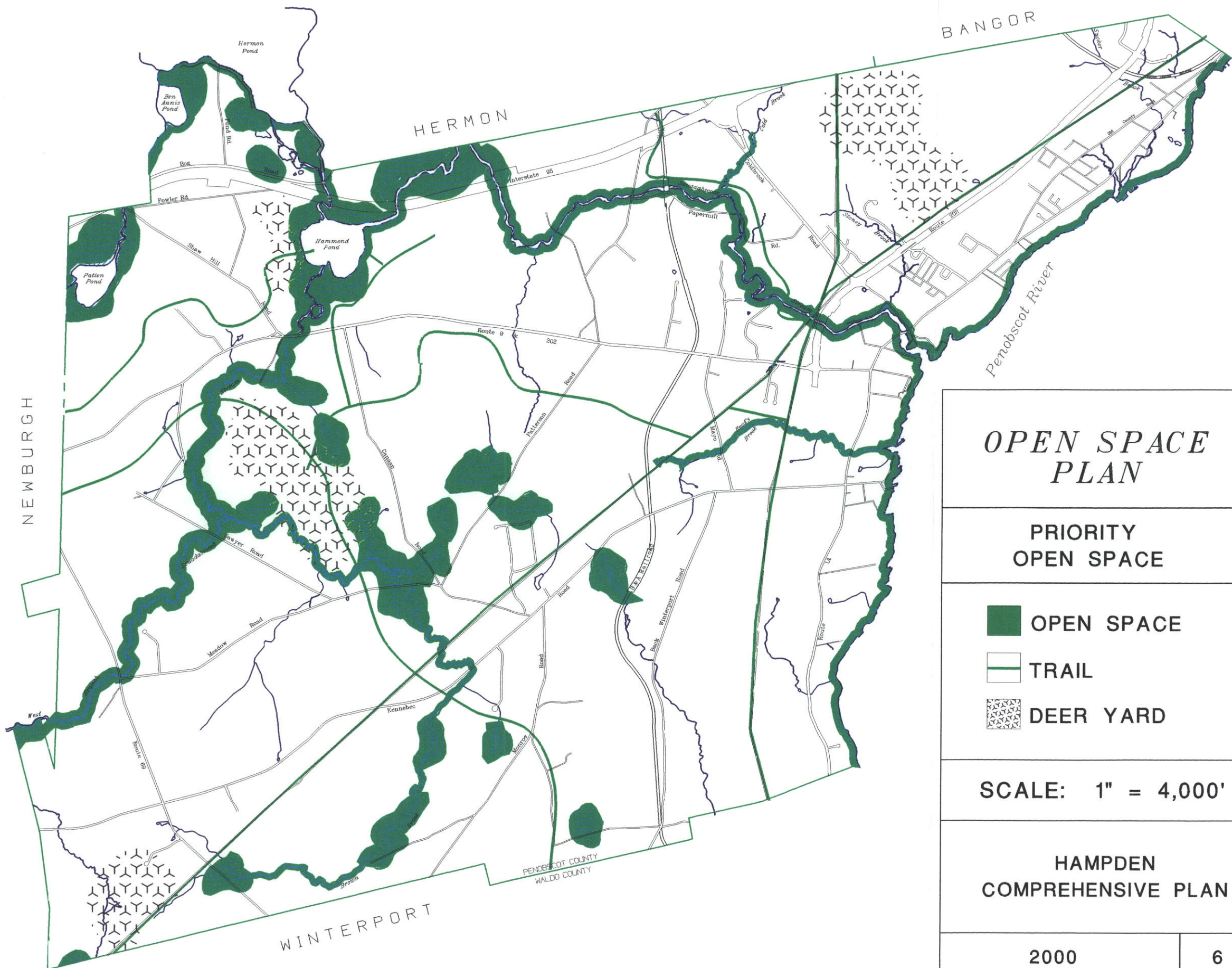
**Programs and Facilities.** Hampden's recreation facilities and programs are made up of a variety of school, town, and private recreation areas; as well as town funded, school funded and privately funded recreation programs. The Comprehensive Plan evaluates the Town's role in providing for recreational facilities and programs. The plan will address facilities and programming needs, scattered versus centralized recreation facilities, and full and part time direction.

**General Goals.** The long term goal, of the Town, is to provide a full range of recreational opportunities for all residents of Hampden. This ambitious goal does not entail providing recreational facilities scattered all over the town, but providing appropriate facilities at appropriate locations which best serve the town as a whole.

To develop the recreation plan, the Hampden Recreation Committee was used as the primary reviewer of data, and provider of recreational objectives and policies.

*Open Space & Recreation Table2. PUBLIC RECREATION FACILITIES*

TOWN		
VFW	2	little league fields
	2	basketball courts
	2	tennis courts
	1	hockey rink
	8	horseshoe pits
Dorthea Dix Park	6	picnic sites tables grills
	2	shelters
		swings
	1	trail
Papermill Road Recreation Area	1	beach (No swimming)
Hampden Marina	2	boat launch ramps
	1	marina facilities (leased to private operator) fuel boat repairs & storage
MSAD #22		
Hampden Academy	1	soccer field
McGraw School	1	creative playground
		swings
		basketball practice area
Weatherbee School	1	track
	3	multi purpose fields
	2	football fields
		field hockey field
		baseball diamond
		softball field



# OPEN SPACE PLAN

## PRIORITY OPEN SPACE

-  OPEN SPACE
-  TRAIL
-  DEER YARD

SCALE: 1" = 4,000'

HAMPDEN  
COMPREHENSIVE PLAN



In addition to existing Town owned and operated recreational facilities, the plan reviewed private and other recreational sources not controlled by the Town. To further explore the opportunities for recreational development and to link the recreational plan with the other open space elements, a review of all town owned and other public lands was made. Due to the large number of properties inventoried, only those which were developed for specific recommendations are discussed here (See *Open Space & Recreation Table 2*).

**The Whitcomb-Baker VFW Recreational Facility** is presently the only Town owned

*VFW Ballfield*



recreational facility, developed for active recreation. Donated to the Town {in 1962, by the VFW}, the eight-acre site has added recreational amenities over the

*VFW Hockey Rink*



years including: two ballfields, two tennis courts, two basketball courts, and one hockey rink/skating facility. The VFW site, like other recreational facilities, has well limited, located, functional, parking areas. The VFW is also plagued with recurring vandalism problems. The VFW land is hampered by poor drainage; the southern side of the property is a standing water wetland, which drains through open channels across the site. The upper portions of the land, presently undeveloped, have very poorly drained soils. Considerable expense can and should be spent at this facility to improve parking, drainage, and other elements. Evidence in other localities indicates that quick attention to deteriorated conditions aid in stemming further vandalism.

*Open Space & Recreation Table 3.*  
PRIVATE RECREATION FACILITIES

Ballpark Road	1	ball field
Bangor Tennis (private tennis club)	4	tennis courts
H.O. Bouchard Property	3	multi purpose fields (temporary)
Hampden Country Club	1	Nine hole golf course
Hampden Rifle Club	1	Firing range
Camp Prentiss (Bangor YMCA)	1	Summer recreation facilities
Hampden Snowmobile Club	1	Town wide trail system (by permission)

**Dorothea Dix Park** is the historic homestead of Dorothea Dix, noted author. While the original house is now gone, this is a National Register eligible historic property. The park gateway arch was designed by Victor Hodgins and constructed in 1913. The land was transferred to the Town from the State of Maine in 1980. The park offers

*Dorothea Dix Park*



an excellent passive recreation and picnic area. The 23 acre park's configuration does not lend itself well to development as an active recreation area. However, the park does have a lot of untapped potential. Presently, only a small portion along the roadway is developed as formal picnic sites. A trail extends from that area, through the woods, to the Penobscot River. The Town should consider providing additional parking, year-round for x-country skiers, and improving and expanding the trail.

**The Papermill Road Recreation Area** was developed as a public swimming area in 1956. A dam across the Souadabscook Stream provided a

*Papermill Rec. Area*



safe spot for recreational swimming. Subsequent pollution of the stream forced the swimming activities to be curtailed. Presently, Papermill Recreation

Area offers a small beach area and other passive recreational endeavors. Due to vandalism problems; the secluded parking area, off the access roadway, was gated off. Unfortunately, the remaining area, at the head of the gate, does not provide adequate parking room for more than four cars.

**Lura Hoit Memorial Pool Site** is part of a 30 acre, Town-owned parcel which includes the Municipal Building, the Hampden Post Office and the Pool. A portion of this site has been reserved for the fire station expansion of the Municipal Building that is now underway. The land behind the pool was utilized to construct a multi-purpose play field. While the space is adequate the play surface itself is not soft loamy turf but rather hard clay. The Town should take steps to address this safety issue with a maintenance regimen of irrigation and aeration (or perhaps a new loam-based turf treatment). The combination of indoor pool facilities and outdoor recreational fields promises to make this the Town's premier recreational site.

### **NEEDS ASSESSMENT**

To evaluate the Town's recreational needs, the Recreation Committee used the guidelines developed by the Community Parks and Recreation Division of the Department of Economic and Community Development. In addition to the committee's knowledge of the Town's own particular needs, a set of recreation recommendations were developed.

The recent history of privately owned lands being used, by permission, for organized recreation indicates the existing lack of facilities and high demand for more space. MSAD #22 has the lion's share of developed recreational facilities, which support the schools' athletic programs. Their uses are limited to specific school programs due to the specialized nature of some of their facilities, and the desire to limit wear and tear.

The State of Maine has published standards for recreational resources to be used for planning purposes contained in the State Comprehensive Outdoor Recreation Plan (SCORP, 1988). *Open Space & Recreation Table 4.* lists the available facilities and the State's standards.

### **GOALS & POLICIES**

**Opportunities for Recreational Facilities.** There are a number of ways in which the Town can develop land for recreational facilities. Existing land owned by the Town has been evaluated for its potential as recreational sites. In addition, Town acquisition of suitable lands through a variety of sources should be examined, including annual reserve account set aside. Presently, the Subdivision Ordinance's provision for land, or cash in lieu, has accumulated a sizeable sum of money. Donations of land such as the VFW and Dorothea Dix Park have served the Town well.

To date, open space "set aside lands" have not provided any sites suitable for organized recreation. The development of a pro-active recreation plan may aid in the potential for future dedications of useable recreation areas. The Town may also apply for matching funds through various sources, which would extend the buying power of local dollars. For example, the Land and Water Conservation funds provide matching monies for the acquisition and development of public open spaces and recreation facilities.

**Geographic Locations.** The development of a community recreation area should be located in the urbanized portion of Hampden and served by public sewer and water. Given the level of



activity, traffic, lights, noise, etc., locations should be adjacent to residential developments but not in their midst. While commercial and industrial districts may provide ample open lands, the potential conflict of uses may be undesirable.

Rural areas can serve an important role in the provision of recreation facilities, through the provision of more traditional forms of outdoor recreation. In keeping with the Town's goal of preserving rural character, trails, golfing, hunting and fishing, and public access to water bodies are all appropriate rural recreational amenities. The Town should encourage the development of private recreational facilities to augment those of the Town. In addition, the Town's programs and facilities should be coordinated with those of MSAD #22 to avoid any unnecessary duplication.

**Parks.** The existing parks offer great potential. Although the parks are well maintained, they are under utilized. With proper management and limited improvements, the Town could serve a greater number of residents and improve the quality of the sites. Presently, flat funding and a defensive anti-vandalism posture has left the parks with limited value. Access and parking restrictions control vandalism, but also discourage use. Other lands reserved for open space and recreational development remain vacant and severely under utilized. In Westbrook Terrace Extension, the undeveloped open spaces now will begin to detract from property values instead of enhancing them. The cost of minor improvements and upkeep would be more than offset by the resulting increased value to the neighborhood. Potential for volunteer maintenance is a good possibility. At this point in time, efforts should be directed toward the existing undeveloped sites throughout the Town. However, careful review should be given in accepting new areas if there is a lack of financial commitment to properly develop or maintain such areas.

<i>Open Space &amp; Recreation Table 4. Recreation Facility Standards</i>					
Facility Type	Town	MSAD #22	Private	Total	Recommended
Basketball Court	2	1	0	3	3
Tennis Court	2	0	4	6	4
Little League Field	2	0	0	2	5
Hockey Rink	1	0	0	1	N/S
Horseshoe Pits	8	0	0	8	YES
Picnic Sites	6	0	0	6	12
Shelters	2	0	0	2	N/S
Swings	1	1	0	2	GEO
Trails	1	0	1	2	N/S
Beaches	1	0	0	1	N/S
Multi-purpose Field	0	4	3	7	3
Playground	0	1	0	1	GEO
Track	0	1	0	1	N/S
Golf Course	0	0	1	1	N/S
Firing Range	0	0	1	1	N/S
Boat Ramps	2	0	1	3	N/S
*Notes: N/S - Not specified, GEO - Playgrounds are geographically located as opposed to population based.					

OS&R Table 5. Facilities Evaluation					
TYPE	RECOMMENDED	TOWN	MSAD #22	ADEQUATE	INADEQUATE
Baseball Diamonds	1	0	1	X	
Softball & Little League Fields	5	2	1		●
Basketball Courts	3	2	2.5		■ <sub>2</sub>
Tennis Courts	4	2	0		○
Multi-purpose Fields	3	0	4 <sup>1</sup>		●
Swimming Pool Area	1	1	0	X	
Ice Skating Area	1	1	0		○
Playgrounds	GEO	1	1		○
● HIGH PRIORITY ■ MODERATE PRIORITY ○ LOW PRIORITY NOTES: <sup>1</sup> Limited Use, <sup>2</sup> Maintenance					

**Recreation Areas.** The continued maintenance and upkeep of the VFW facilities will offer years of service as a high value recreation area. The site presently is about maximized in terms of developed activities. There is some potential for playground structures or a small outdoor amphitheater, but both are low priorities.

With the development of the Lura Hoit Pool and multi-purpose fields the Western Avenue site could have been a highly utilized site but given the unforgiving hard turf it has not been to date. Its location is good and parking is available.

**Trails.** It is strongly recommended that a committee be created or charged for maintaining, improving, and expanding the Town's trail system. Most notable, throughout the town, are a series of disconnected and connected trailways. The snowmobile trail system is the only one which is presently maintained, mapped, and marked.

The Town should facilitate the acquisition of trail easement rights; via donation, bequests, dedication and purchase, and through public awareness of the system and its value and the development of a standard easement agreement.

**Programs.** The current recreational programs being funded by the Town are, for the most part, only partially funded by tax appropriations. Volunteer efforts in organization and coaching, as well as participation fees, fund the lion's share of these programs. Review should be considered on a policy level as to whether that town/private match arrangement should be further developed as a funding allocation method. More effort needs to be made to insure programs are available to all age groups.

The Town has a full-time recreation director and an assistant director. A third full-time employee was recently hired for the Kids Corner program. While the Public Works Department mows and maintains facilities, it has little connection to the programs or needs of the recreation program. The recreation director provides oversight to meet the parks & recreation objectives.

**Funding.** Presently, there is no annual appropriation for the long term development of recreational facilities. As seen in recent efforts, the cost of major recreational fields is very high. While some funds have collected in the "cash in lieu" reserve account from subdivision activity, that money alone should not carry the burden of meeting the recreational needs of the community.

<i>OS&amp;R Table 6. Recreation Goals</i>		
SHORT TERM	MEDIUM TERM	LONG TERM
1-2 years	2-5 years	5-10 years
develop multi-purpose field	improvements at VFW	develop recreational complex 10 - 50 acres
develop local trails group	improvements/ expansion at Dorothea Dix	improve/ interconnect trail system
	improvements to Papermill rec. area	

It may also be that the lack of any comprehensive evaluation of facility needs made it an easy choice not to reserve precious municipal revenues.

The recreation needs were arranged into short, medium, and long term needs.

**Overview.** Transportation has always been a public - private trust. The establishment of roads, railroads, sea and air routes all depend on the support and defense of governments. However, the purchase and operation of vehicles is the responsibility of the private consumer or corporation (with few exceptions). Hampden's transportation system likewise is a public road, air and sea system and a private rail system (established with considerable public support). The Town's transportation system is also augmented by pedestrian, bicycle and snowmobile trails that are a mixture of public and private lands. Automobiles, trucks, planes, buses, and boats are all acquired by citizens and corporations with the express trust that they have the right of way to travel generally where they wish. The government role is to provide a reasonable expectation of access and safety.

Hampden's road infrastructure is essential to the Town's development, valuation, economic viability, regional importance, and its community character and history. Roads allow land to be developed and provide a public space for access, utilities, and drainage. (Subdivision and zoning regulations mandate road frontage for development). Roads add value by the front foot of land because they allow access and visibility.

*Hampden circa 1900 from USGS maps*



Roads create economic viability by making land developable and provide access to employment and shopping. Roads have regional importance providing connections to neighboring towns, states, and countries. Finally, roads are public spaces that define the community's character, creating and providing access to its scenic vistas, and proudly displaying its history. The roads of regional importance are typically over a century old and their alignment, width, drainage, and base materials limit their viability as modern highways but their sunk costs, history and public space make bypasses and realignments generally undesirable.

**Links to Other Sections.** This discussion of roads and transportation infrastructure illustrates competing demands that developers, municipalities, states, and the federal government face in their use and development. Municipal road expenditures are discussed in the Public Facilities and Services section and the Fiscal Capacity section. Road quality, capacity, and demand are directly tied to land use and land valuation, immediately adjacent to and in the vicinity of the roads (Land Use). Finally, the quality and capacity of the roads often physically and economically impact the land uses which take place along them.

## INVENTORY AND ANALYSIS

### ROADS AND BRIDGES

**Road Classifications.** The State classifies roads in Hampden as arterial, collector or local, depending on their function. Arterials are the most important travel routes in the state. They carry high speed, high volume, long distance traffic and attract significant amounts of federal funding. It is generally said that they carry 3/4s of all traffic. They usually carry interstate or U.S. Route number designations. Collectors accommodate traffic en route to and through Hampden at moderate speeds; while Local roads are generally more residential in character, driven at slower speeds and have a high number of access points (see *Transportation Table 1*).

*Transportation Table 1. Town and State Roads: Length in miles by Classification*

Arterial	Collector	Local	Total
12.31	24.10	44.21	80.62
Source: Maine Department of Transportation			

Functional classifications are useful to help conceptualize potential problem areas when conflicts of utilization occur. Such conflicts can be best exemplified as, for example, when a road serves as both a collector and a local function, cars trying to enter and exit numerous driveways are frustrated by the speed of the through traffic through which they have to maneuver, and the cars on the through way, anticipating being able to move at reasonably

*Transportation Table 2. Hampden, Annual Avg. Daily Traffic Volume: 1983, 1996*

Location	Daily Volume (24 hour period)		
	1983	1996	% Increase
Route 202 at Maine Central RR Crossing	3,620	7,450	105
Mayo Rd. at Rte 9 (Western Ave).	1,500	2,480	40
Rte 9 (Western) at Hampden Station	2,190	3,610	65
Rte 1A (Main Rd) at Bangor line	8,410	9,730	16
Rte 1A (Main Rd) betw Swan and Summer	5,400	7,580	40
Source: Maine Department of Transportation			

moderate speeds, are slowed by the vehicular movement into and out of the driveways. Additionally, these conflicts are direct safety problems and can help increase the likelihood of accidents.

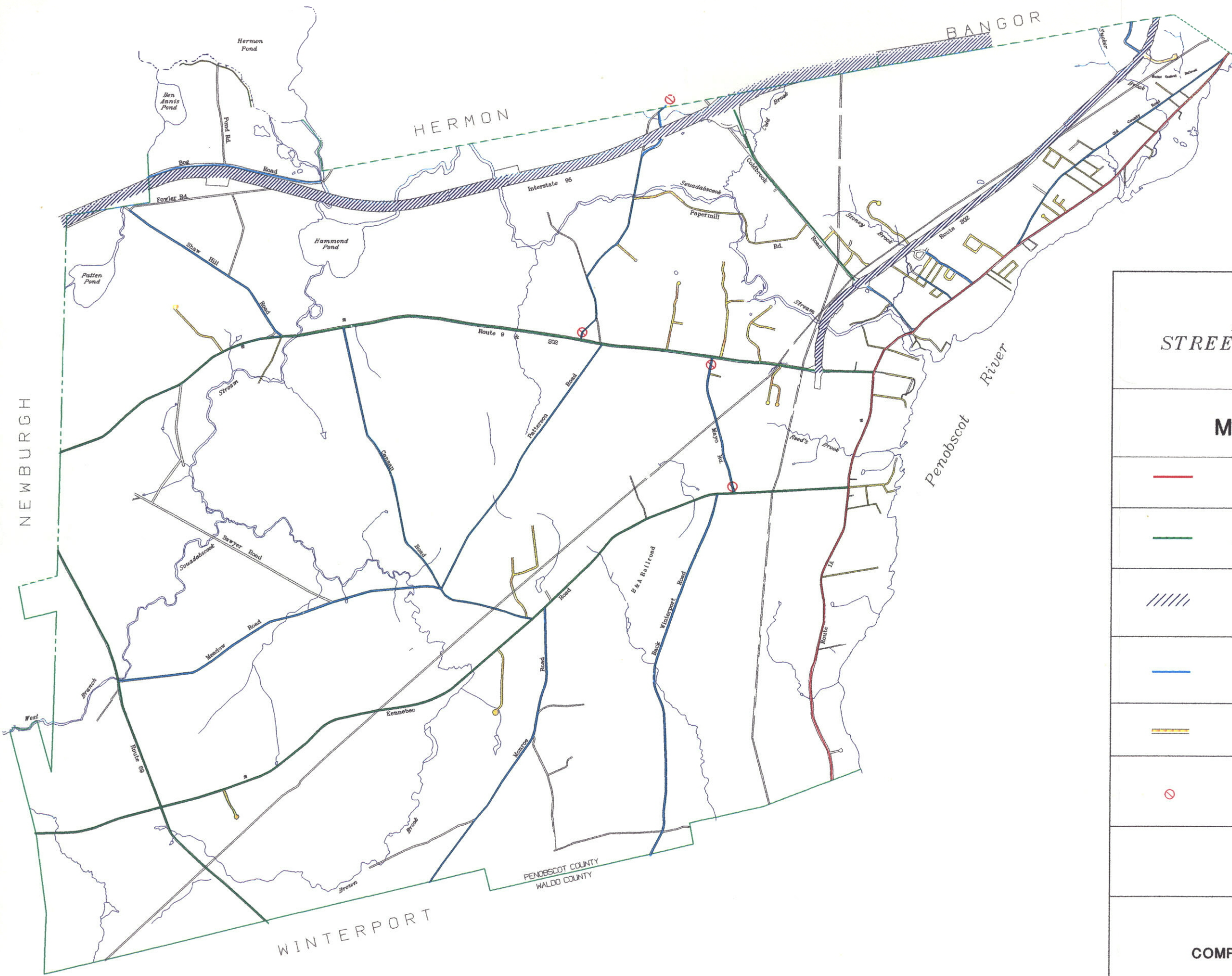
**Traffic Volumes and Road Capacity.** Traffic volume, speed of travel, truck traffic and driveway and street access are the byproduct of both regional connections and local development. Overall traffic volumes are increasing and a 3.3 percent annual increase between 1983 and 1996 is typical for Hampden's major arterial streets (see *Transportation Table 2*). How much additional traffic can the arterial streets bear? A two lane street can carry about 12,000 Annual Average Daily Trips (AADT) at capacity while a four-lane can carry about 20,000 daily trips.

- *Trip - for purposes of counting traffic is the number of times a vehicle passed over a given point. These trip numbers are generated by less total vehicles than the total trip count because of returning trips.*
- *Annual Average Daily Traffic-is a seasonally adjusted average count. The AADT helps to avoid anomalies that are inherent in short term samples.*

Route 1-A is nearly at capacity for a two lane road (with 12,160 AADT near the schools), thus turn lanes at several key points have been added. Most of the Town's other arterial streets are closer to 6,000 AADT.

*Transportation Table 3* indicates the AADT of all of the Town roads for which the MDOT has counted for the late 1990s. Traffic has increased substantially along most of Hampden's main roadways over the years at a 3.3 percent annual rate of increase. The counts that are reported are either done regularly or are special requests. The counts show that Hampden's highest counts are the combined north and south I-95 counts at 27,100.





# FUNCTIONAL STREET CLASSIFICATION

## MAP LEGEND

- PRINCIPAL ARTERIAL
- MINOR ARTERIAL
- LIMITED ACCESS HIGHWAY
- COLLECTOR
- LOCAL ACCESS
- LIMITATION OF THROUGH TRUCK TRAFFIC

HAMPDEN  
COMPREHENSIVE PLAN  
1994



**TRANSPORTATION - 3**

<i>Transportation Table 3. Annual Average Daily Traffic Counts collected by Maine DOT, 1996 - 1999</i>					
Street at Cross Street Location		1996	1997	1998	1999
US 1-A (Main)	at Bangor line	9730		9800	10120
US 1-A (Main)	SW of Schoolhouse		6160		6400
US 1-A (Main)	NE of Old County	5950			
US 1-A (Main)	SW of Dudley	6860		6550	
US 1-A (Main)	N of Western	6850			
US 1-A (Main)	S of Western	12390			
US 1-A (Main)	S of Cottage	12160			
US 1-A (Main)	N of Kennebec	10040			
US 1-A (Main)	S of Kennebec	7580		7900	
US 1-A (Main)	at Winterport line	5940		6400	
SR 9 (Western)	W of Main	8560			
SR 9 (Western)	E of US 202	7670	8380		
SR 9/US 202 (Western)	W of US 202	7980			
SR 9/US 202 (Western)	W of Mayo Rd.		3610		
SR 9/US 202 (Western)	SW of unnamed rd.	2170		2600	
SR 9/US 202 (Western)	W of Manning Mill	2400		2800	
Kennebec Rd.	W of Main Road	2300		2170	
Kennebec Rd.	W of Mayo Rd.	4310		4170	
Kennebec Rd.	W of Monroe Rd.	1030		870	
Kennebec Rd.	NE of SR 69	550			
Kennebec Rd.	SW of SR 69	710			
Mayo Rd.	N of Kennebec Rd.	2690		2940	
Manning Mill Rd.	NW of IR 2808	1200		1240	
Meadow Rd.	W of Canaan Rd.	640			
Coldbrook Rd.	SE of US 202	1750		1840	
Coldbrook Rd.	NW of US 202	5280		5490	
Coldbrook Rd.	at Hermon line	10120			
Coldbrook Rd.	SE of I-95	6060			
Canaan Rd.	NW of Meadow Rd.	520			
Monroe Rd.	S of Kennebec Rd.	1650		2080	
Bk. Winterport	S of Kennebec	1690		1490	
Bk. Winterport	SW of Baker Rd.	1040		1100	
<i>Transportation Table 3. Annual Average Daily Traffic Counts collected by Maine DOT, 1996 - 1999</i>					

## TRANSPORTATION - 4

Street at Cross Street Location		1996	1997	1998	1999
SR 69	SE of Kennebec Rd.	940		1150	
SR 69	NW of Kennebec Rd.	1200		1270	
I-95 Southbound	N of Coldbrook on-ramp		8670		9400
I-95 Southbound	N of Coldbrook off-ramp		13930		14150
I-95 Northbound	N of Coldbrook off-ramp		8000		8800
I-95 Northbound	N of Coldbrook on-ramp		13760		12950
Shaw Hill Road	NW of IR 2377	530			
US 202	at MECRR overpass	7450			
US 202	NE of Coldbrook Rd.	7900			
US 202	N of Western Ave.	9810			
Old County Rd.	N of Main Rd.	930		1160	
Old County Rd.	NE of Hamel Avenue		1020		



**Trip Generation.** Hampden has about 2,700 dwelling units and each dwelling generates an average of 10 trips a day (or 27,000 trips in all). In the past 40 years, about 528 of those homes were built in the rural area of the Town and about 625 were built generally near the Route 1-A corridor where most have sewer and water and access to sidewalks and mass transit (but few actually have driveways that touch 1-A). It is safe to assume that most of those 27,000 trips are headed to or from Routes 1-A, 9, 202, or I-95: Those homes that are located closer to their the destinations generate less miles and hours of driving than those in the hinterlands.

<i>Transportation Table 4. Hampden Commuter One-Way Travel Time to Work in 1980, 1990</i>				
Duration in Minutes	1980	%	1990	%
< 5	182	7.3	93	3.4
5 - 9	251	10.0	409	15.1
10 - 14	467	18.6	507	18.7
15 - 19	637	25.4	791	29.2
< 20	1537	61.3	1800	66.4
20 - 29	638	25.4	571	21.1
30 - 44	240	9.6	157	5.8
all commuters	2508	100.0	2710	100.0
Source: US Census				

The US Census reports Travel Time to Work data for 1980 and 1990 (see *Transportation Table 4*). Assuming that commuters travel 40 mph the data allows an extrapolation that 66.4 percent of commuters are traveling less than 20 miles one-way. The remaining 33.6 percent travel as much as 40 miles one-way to work. Overall the data would suggest that the area roads are traveled and average of 7,900 miles per commuter per year or about 21.5 million miles annually by Hampden commuters.

#### State, Town and Private Road Maintenance.

Hampden's roads and transportation infrastructure are in fairly good condition. All roads (and portions) for which the Town is responsible are paved once every five years. The notable exception, state maintained US Route 1-A, is in the midst of a multi-million dollar improvement project to correct longstanding problems. Hampden participates in the MDOT/BACTS Pavement Management program. This program gathers real data about the condition of the Town's pavement and the worst conditions receive priority through an objective set of criteria. ARAN® is a multi-functional data collection vehicle which gathers highway information while traveling at highway speeds. Videotape of the highway, ditches, and abutting properties is collected and maintained by the Pavement Management Section. In addition to the video, physical properties of the pavement surface are also collected. The data

#### *Pavement Management*



gathered is analyzed to assign a Pavement Condition Rating (PCR), predict future deterioration, and make recommendations on where pavement expenditures should be made.

There are approximately 73 miles of road in Hampden which are publicly maintained. The State of Maine Department of Transportation (MDOT) is responsible for maintaining 23.08 miles of roads in Hampden, not including plowing and winter patching: including Route 9, Route 1A, the Kennebec Road, Coldbrook Road and the Back Winterport Road. The State's jurisdiction includes control of curb cuts, maintenance, and traffic flow decisions such as location of signals, signs and road widenings. The Town actually is responsible for plowing over 17 of the 23 State owned miles, including all but a stretch of Route 9. These winter maintenance costs are reimbursed to Hampden via the State Local Road Assistance program and State Revenue Sharing. The Town is responsible for, excluding any of the above State owned roads, 43.81 miles of paved roadway and 6.21 of unpaved, a total of 50.02 miles.

**Safety.** Hampden's roads are generally safe as well. Signal and lane marking improvements over the past several years seem to have reversed the somewhat high accident histories of several State highway locations. From 1997 to 1999 only one High Accident Location was reported by MDOT as the intersection of Route 202 and Route 9 with a critical rate factor of 4.29 and 15 accidents. The Maine Department of Transportation's records showed there were as many as 33 traffic accidents along Kennebec Road at various nodes, with injuries ranging from 0 to 100% period from January 1989 through December 1991, and as many as 76 along the length of Rte. 1A through Hampden. These are all very heavily traveled roads with the causes of the accidents ranging widely; however, the Town has shown a marked increase in traffic volume, and a parallel increase in accidents.

**Bridges.** Hampden bridges are of all ages although but generally in good condition. MDOT inspects all bridges biennially and provides the inspection results on its website. MDOT recommends that Town personnel should follow up the MDOT safety inspection and schedule routine maintenance for the bridges. MDOT offers engineering advice on the maintenance, repair, reconstruction, and replacement of bridges. The advice may include recommendations, methods of accomplishing the work, and sketches if needed.

The 1985 Local Bridge Legislation required MDOT to take a more active role in posting municipal bridges. MDOT is responsible for ensuring the posting of all bridges that cannot safely carry legal loads. The two year (biennial) bridge inspection report provides information for determining a safe load capacity. State law requires all posting limits to be those recommended by MDOT or by a Registered Professional Engineer except for short-term emergency postings.

**On-street Parking.** Parking difficulties are occurring in older commercial areas and strips where off-street parking had not been required and no public off-street parking exists. In limited cases

on street parking should be considered in older areas. The Town should continue to require off-street parking for new projects. However, in areas such as the Town Center, centralized public parking may enhance the ultimate goals of the Town Center Plan. Some investigation into alternative means to accommodate customers should be considered such as: bicycle parking, bus shelters, or others.

Hampden is required to controlling parking on all the highways within its bounds (except I-95). On street parking is not currently regulated in a parking ordinance and as Hampden relies more heavily on on-street parking a parking ordinance should be developed and its regulatory mechanism should be designed as well. Only in particularly hazardous circumstances would the MDOT consider imposing parking restrictions. Liaison between the municipality, local and state police, and the MDOT Division Traffic Engineer is strongly advised in developing a plan for controlling on-street parking on town ways, and/or state-maintained roads. "No-parking signs" are generally approved and installed by the municipality because of local traffic conditions and safety concerns. The MDOT will place "no-parking signs" on a one-time basis after enactment of the parking control ordinance on state-maintained roads.

**Off-street Parking.** Hampden's Zoning Ordinances require off-street parking for all new developments. However, until more activity occurs, or changes in use occurs, it will be difficult to be sure that current requirements are adequate. A cursory review of national parking standards suggests that Hampden's parking requirements are typical. However, zoning ordinances contain minimum standards and developers should not lean too heavily on those minimums rather on specific regional or actual demand when it is higher. Recent site plan review would suggest that the place of assembly standards are not adequate and adjustments should be made to several other parking standards.

**Sidewalks and Bicycle Paths.** Hampden has sidewalks concentrated in the urbanized areas and along major roadways. There are approximately three miles of sidewalk in the Town. Presently, the Town is working with the Maine Department of Transportation to include sidewalks out to Dorothea Dix Park in that reconstruction project. The sidewalks on Western Avenue out to Mayo Road were recently constructed through an enhancement grant. The Town is responsible for maintaining all the sidewalks in Hampden. A related discussion is found in Chapter 5, Public Facilities and Services on page 12.

The Town of Hampden has joined several other communities, including Bangor, studying where pedestrian walkways and bicycle paths should be constructed within the greater Bangor area. There is a recognition in this study that the planning and construction of pedestrian and bicycle routes is not parochial, but regional.

Pedestrian traffic, along heavily traveled roadways, represents a real and present hazard. Sidewalks facilitate the movement of people of all ages including persons with disabilities in an efficient non-polluting manner. Further, as the construction of sidewalks requires both initial capital costs and continuing maintenance costs, such that the Town can ill afford poorly located and unused walkways. The Pedestrian & Bicycle Plan identifies the existing walkways as well as the locations for planned extensions. The Plan includes possible bike routes as well as indicating priorities to the systems implementation. It is the objective of this plan to provide a scheme for sidewalks in accordance with the following guidelines.

**Pedestrian Walks and Paths.** Sidewalks provide, not only a circulation network for pedestrians, but also a meeting place for neighbors and a play area for children. However, on low-volume streets, such as dead ends or local access, the street itself often fulfills these functions, assuming it is properly designed at a residential scale and thereby discourages through traffic and high speeds.

- Sidewalks should be constructed where there

are existing and proposed developments which would be well facilitated via a pedestrian linkage such as: housing developments and schools, parks and shopping areas.

- Pedestrian systems need not be traditional co-linear sidewalks along roadways, but can include pedestrian trails which best suit the desired destinations.
- Heavily-traveled roadways such as: the Main Road; and portions of Western Avenue and Kennebec Road (which contain schools, recreational facilities, office and retail establishments, and civic uses such as: churches, the Post Office, and Town Office) should be a high priority for service. Based on the anticipated densities and level of traffic generated, existing and proposed developments which are accessed off those roadways should be reviewed for pedestrian access.
- Minor roadways with low traffic volumes need not provide separate pedestrian travelways.
- Developments which do not connect to an existing or proposed pedestrian system, and have no pedestrian destination nearby (1 mile radius) need not develop such a system.
- Commercial and industrial developments should be reviewed to ensure existing and proposed pedestrian movements are adequately provided for.
- Wide curb openings, in areas of existing pedestrian traffic, should provide for a safe means of pedestrian crossing.
- In rural areas, where development densities are lower, sidewalks are not recommended.
- Pedestrian right of ways along existing trails or accesses to existing trails should be considered.

During the review of development plans, a range of options should be considered, rather than impose one fixed option. For example, the location of sidewalks or pathways should be determined by the needs of both the subdivision and the adjacent uses. The intended or expected use of the walk or path should suggest both the passageway's width and its pavement material. Sidewalks and bikeways need not always be co-

linear with the street system especially where a more direct, safer route exists to the point of destination.

### **PRIVATE TRANSPORTATION**

**Railways/Freight Service.** The nearest rail freight service for area businesses is in Bangor-Hermon (Northern Maine Junction), only a few miles away. The Bangor and Aroostook railroad line also provides limited service to Hampden industries, such as propane shipments to the Dead River Co. It is unlikely, however, there will be any major improvements in rail service over the next several years. The Maine Central Railroad runs through the industrial park in the northeast corner of town, but does not currently provide direct service to Hampden. The Hampden Business and Commerce Park has made provision for future construction of a rail spur off the Maine Central Railroad line for a limited volume of rail traffic. Rail. At this time, there are only a few industrial operations which utilize rail service. It is in the Town's best interest to encourage and preserve the use of development sites with rail access by and for rail cargo users. The land use regulations should provide rail users unrestricted access to rail right of ways by a waiver of the setback provisions.

**Shipping.** The Penobscot River is also used as a freight route with a terminal located in Winterport. Fuel oils are delivered to storage facilities in Bangor and Hampden via the River; however, access to points further north are restricted by the old hydroelectric dam near Eastern Maine Medical Center. It is the intent of this plan to promote waterborne shipping on the Penobscot River from appropriately zoned districts. Enterprises which utilize the Penobscot for such purposes should be provided flexibility to construct appropriate docking and pier structures to facilitate that use. Care should be taken to manage the waterway to minimize conflicts between recreational boaters and commercial shipping; as they are both viable uses of the Penobscot.

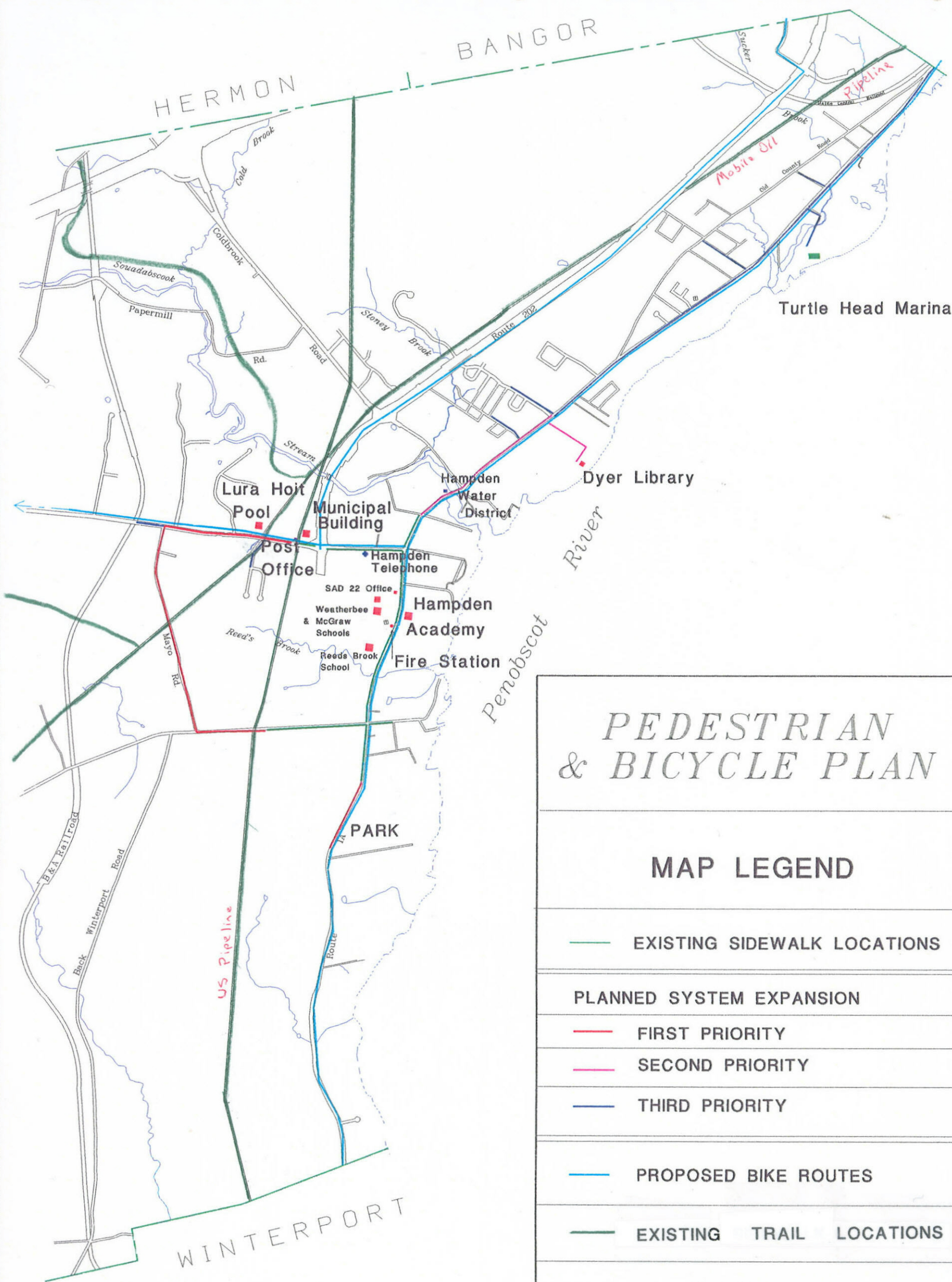
**Trucking.** There are also several trucking lines which provide freight service directly to Hampden

and through Bangor. Pepsi has recently constructed a distribution facility in the Penobscot Meadow Subdivision and Freightliner has recently constructed a truck terminal in the Ammo Industrial Park. Hampden and its surrounding communities are home to several trucking firms (motor carriers). The plan's land use policies and street system should try to accommodate the particular needs of the trucking industry, as well as minimize conflicts with other vehicles on the road. The establishment of "truck routes," which provide adequate turning radii and grades for truck traffic through Hampden with a least disturbance to residential neighborhoods, is highly recommended.

### **PUBLIC TRANSPORTATION**

**Airport.** Bangor International Airport, a major commercial and cargo facility, is located only a few miles away from Hampden and is easily accessible via local roads or by arterial highways. (Rail service to the airport is no longer offered). An 11,000 foot runway serves three commercial airlines (this number is always subject to change) and refuels flights from Europe. The airport has been growing steadily, with enplanements and deplanements rising from 170,000 in 1970 to 817,000 in 1989, and by 1989 there were over 100,000 take-offs and landings.





# *PEDESTRIAN & BICYCLE PLAN*

## MAP LEGEND

— EXISTING SIDEWALK LOCATIONS

### PLANNED SYSTEM EXPANSION

— FIRST PRIORITY

— SECOND PRIORITY

— THIRD PRIORITY

— PROPOSED BIKE ROUTES

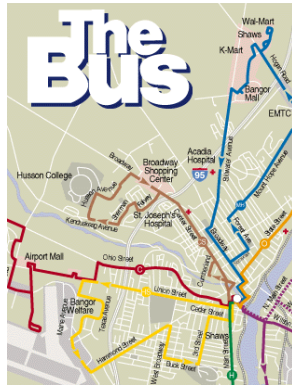
— EXISTING TRAIL LOCATIONS

HAMPDEN  
COMPREHENSIVE PLAN

1994



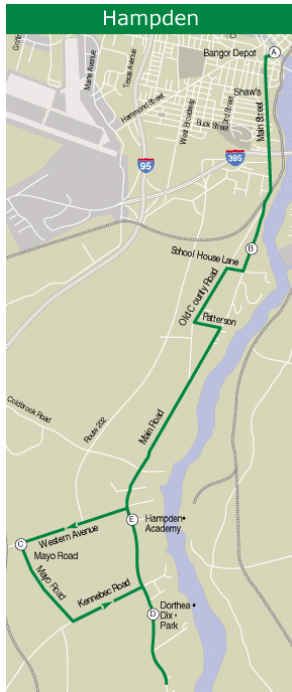
**The Bus.** Hampden is served by the "Bus"; a fixed route, federally subsidized bus service. The Bus system is centrally operated out of Bangor, and provides interconnecting service from Hampden to Old Town as well as Brewer moving about 450,000 passengers each year. While Hampden ridership on the bus has been limited to between 10,000 to 15,000 its value as part of a larger transportation plan is essential. Hampden, in



arrangement with the City of Bangor which operates "The Bus," funds local bus service, nine hours per day, six days per week. The Hampden route operates on an hourly schedule and provides connecting service to routes which run to the Bangor Mall, the University of Maine as

well as to Old Town and Brewer.

The Bus's ridership in Hampden has ranged from 10,218 in 1989 to 13,144 in 1991. Passenger counts increased steadily, albeit slightly, year to year, until 1992 when ridership dropped to 11,933. Ridership levels continued to decline through 1994 when they stabilized and began to climb back to 1992 and 1993 levels, approximately 825 riders per month.



The Bus is financed through three major sources: a) Fare box revenue; b) State and Federal subsidies and grants; and c) Town tax base. The Town of Hampden is currently paying \$18,000 from local revenues to keep The Bus in operation. Essentially, the Town is

responsible for any deficit its service generates, including the cost of the driver, the vehicle (owned by Hampden, maintained by The Bus),

Monday through Friday						
A	B	C	D	E	B	A
Bangor Depot	Toziers	Mayo Road	Dor Dix Park	Hampden Academy	Toziers	Bangor Depot
6:15	6:21	6:30	6:34	6:40	6:48	6:54
7:00	7:05	7:17	7:23	7:27	7:35	7:45
8:00	8:05	8:17	8:23	8:27	8:35	8:45
9:15	9:20	9:32	9:38	9:42	9:50	10:00
2:15	2:20	2:32	2:38	2:42	2:50	3:00
3:15	3:20	3:32	3:38	3:42	3:50	4:00
4:15	4:20	4:32	4:38	4:42	4:50	5:00
5:15	5:20	5:32	5:38	5:42	5:50	6:00

The Hampden bus will stop at the Main Street Shaw's on request

etc. The costs are charged back to the Town on an actual cost basis.

A 1985 survey, conducted by the Bureau of Public Administration of the University of Maine, asked respondents what they thought of the Town's participation in the Bangor bus system and to what extent they felt the Town should participate? Fifty-nine % of the respondents felt the Town should maintain its current level of service and 21% felt the Town should expand service. Only 4% said Hampden should discontinue the service. Respondents with children were considerably more supportive of expansion than were those without; while there was no significant difference in the response among those who stated that the Hampden should discontinue service.

**Penquis Community Action Program** (Penquis CAP), is a nonprofit organization which runs an "on-demand" transportation service in Penobscot and Piscataquis Counties. Penquis Cap provides this transit and taxi service. The program called Project Ride transports for numerous public service agencies such as Medicaid insured clients, the Department of Human Services, Bureau of Medical Services, and Bureau of Mental Retardation. Penquis Cap also offers ADA paratransit service for clients of The Bus who cannot physically get to the bus route without

assistance. Transportation is provided via advance reservation and is available to the general public on Fridays for medical and grocery shopping needs. Those rides are required to pay \$2.00 fare. Project Ride's fleet and operating costs are subsidized by various federal funding programs as well as voluntary contributions and private vehicles.

Public intercity bus service is available out of Bangor which connects to cities both, north and south. Vermont Trailways and Concord Trailways provide service to Boston, Massachusetts and Portland, Maine four times daily. One-way connections to Ellsworth, Maine is also available once per day. Seasonally service is provided to Bar Harbor, Maine.

## **TRANSPORTATION PLAN**

General Goals:

- To provide for an efficient means of moving goods and people from place of origin to place of destination.
- To encourage and promote all available transportation modes, including but not limited to: automobiles, rail, air, trucking, shipping, cycling, pedestrians, and mass transit services.

**Street System.** Streets should be thought of as a system of interconnected travel ways which funnel traffic from low order access streets to higher order collectors and arterials. This system is known as a functional classification or hierarchy of streets. Once the benefits of a functional street classification system are understood, developing design standards and access controls for the various roadway types becomes easier. The Functional Street Classification map organizes Hampden's streets into their various classes.

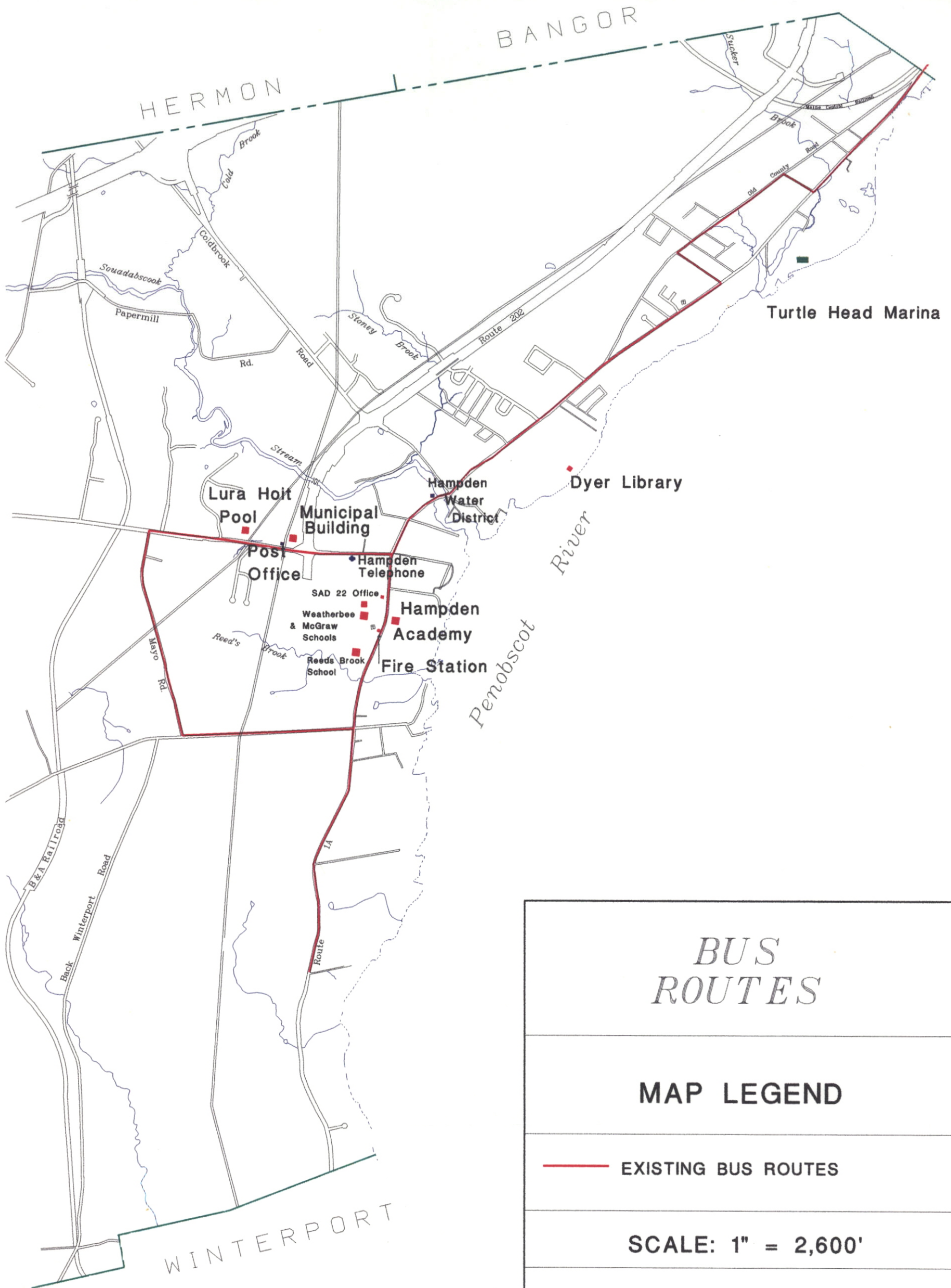
- Arterial - high to moderate volume streets which move traffic on a regional level. Development on arterials should be carefully reviewed, and access should be controlled where necessary to keep traffic free flowing. In addition, development should be physically separated from the arterial via a buffer strip.

- Collector - moderate volume streets which funnel traffic between local access streets to arterials. In residential development; access to collectors is allowed. Movements through collectors should carefully be reviewed and considered in association with access limitations, additional setbacks, and buffers.
- Local Access - low volume streets which primary serve residences or businesses. Access streets may connect directly with arterials or feed traffic to a collector roadway.

## **RECOMMENDATIONS FOR EXISTING NETWORK**

**Sprawl.** Strip development, or unplanned and unregulated development, occurs along many heavily- traveled arterial roads in Maine. Heavy commercial and residential development combined with many driveways and access points on an arterial road will greatly reduce traffic speeds and roadway efficiency. Unrestricted access to arterial roadways will ultimately lead to traffic congestion, reduced safety, and potential adverse economic impacts to the area. Land use plays a key role in preserving the effectiveness of arterial roads. An efficient transportation system is critical to the health of our local, state, and national economies. Arterial roadways are primary transportation corridors designed to carry passenger and commercial through-traffic between cities, towns, and interstate highways. Hampden can extend the life of its arterial streets and limit sprawl by directing new development closer to necessary services such as work, school and shopping (as well as sewer and water thus reducing minimum lot size). Reducing miles driven and limiting driveways on arterial streets will help avoid the need for additional lanes and signalized intersections.

Future development on local, state and federal roads and our ability to limit sprawl will determine how soon Hampden's roads reach their capacity. Limited funding for road construction, improvement, and maintenance (and the associated state and federal regulations) present challenges for both the timing and outcome of locally initiated road projects.



## BUS ROUTES

### MAP LEGEND

— EXISTING BUS ROUTES

SCALE: 1" = 2,600'

HAMPDEN  
COMPREHENSIVE PLAN  
1994



**Tools to Plan and Maintain Better Roads.** The Town has tools at its disposal to assure that roads are constructed to an acceptable standard and stay that way.

**Subdivision review** is are primarily focused on making sure that all public improvements including roads are built to minimum dimensional, geometric and construction standards. This assures that roads are able to handle on-site traffic, drainage, utilities, etc. Subdivision review considers the off-site implications by considering adjacent streets capacity and safety and determine if additional lanes or signals are required. Subdivision review contemplates parallel service

### *Road Paving and Construction*



roads which control the proliferation of curb cuts on arterial streets. The subdivision review process also contemplates specific placement of individual curb cuts on a lot by lot basis so the Planning Board can account for site-distance and proximity to intersection type issues.

**Zoning Ordinance.** The Zoning Ordinance regulations prescribe the land uses, development standards (units per acre, building setbacks, street frontages, etc.), that are allowed or prohibited in different designated districts or zones. Performance standards spell out the preferred methods of development and a map showing different land use districts. A land use ordinance must be based on a comprehensive plan adopted by the municipality. Furthermore, the basic provisions of the ordinance must be linked to the policies and implementation strategies contained

in the plan. Zoning helps to protect roadways from incompatible combinations of land uses and to limit density of use.

**Site Plan review** under the Zoning Ordinance is the other useful tool for protecting the viability of roads. Sites plans are reviewed to avoid site-distance problems and limit curb-openings to reasonable widths and numbers. Site Plan Reviews consider off-site implications by evaluating adjacent streets capacity and safety and determine if additional lanes or signals are required. Site Plan Review also looks at queuing of vehicles, provision of adequate on-site parking, avoiding hazardous lighting conditions, proper signage, and a variety of other factors that can undermine the quality of a road if a site development is not designed and/or built properly.

Both the Subdivision and Zoning Ordinances should specifically enable the Planning Board to restrict the number of curb cuts into and out of a lot; or, when a lot fronts on two public ways, give the Board the right to specify which one should receive the traffic depending on which street has less likelihood of future conflict. The Town should review alternative road standards as part of this plan (see Public Facilities and Community Character Sections). Many of the existing standards may or may not be appropriate to specific neighborhoods, villages and rural areas.

**Impact Fees.** The Planning Board under both subdivision and site plan can require that developers submit traffic impact analyses when the traffic generation of projects merits such a review. Such a traffic study would address specific off-site impacts and propose improvements when warranted. The Town has not, to date, required any developer to make a contribution to a public fund which would be used to ameliorate incremental traffic problems caused by the cumulative impact of proposed projects. The State of Maine has specific statutory regulations for setting up municipal impact fees which primarily require a specific accounting process tying the incremental rate charged to specific proposed projects such as a new interchange. The Town should prepare capital improvement plans that are



tied to impact fees to finance future traffic (and other) capacity problems. While the existing arterial roadways are under the control of the State of Maine's, Department of Transportation; the Town should develop, as part of the Comprehensive Plan, a recommended or desirable design standard for major or minor arterials.

**Traffic Impact Analysis.** In order to insure that new development does not supersede the capacity of the existing transportation network; the existing development guidelines should provide clear and concise standards for traffic impact analyses, and the obligation for the provision of off-site traffic improvements. The threshold for such an analysis should be 35 to 50 trips in any one-hour period or where persistent congestion problems exist. Traffic impact studies should be consistent with generally accepted traffic engineering practices.

**Comprehensive Plan.** A comprehensive plan will help a community properly plan for orderly future growth. Guiding residential and commercial growth to a designated "growth area" and thus reducing sprawl, a town can minimize the demands placed on its public facilities (roads, sewer and water lines, etc.). Commercial or residential development located out in a rural area of town (away from the village center where public facilities are already in place) will require expensive sewer and water line extensions and roadway upgrades to serve the development. As municipal compact areas expand, so can the municipal maintenance costs associated with road maintenance.

The comprehensive plan's goals, policies, and strategies can directly address land-use concerns (limit strip development on arterial roads, require cluster developments, require traffic impact studies, etc.). A comprehensive plan's capital investment plan can include recommendations that developers be required to pay for some or all of the transportation and other public improvement costs which become necessitated by their developments. The future land use map of a comprehensive plan can include recommended land use patterns that will direct future growth away from the community's arterials. A

comprehensive plan is also the legal framework for a land use ordinance.

**Growth Management Program.** The State Planning Office (SPO) administers the Growth Management Program. The Program provides money to Maine communities (25 percent town/75 percent State match) that wish to develop local Comprehensive Plans and Land Use Ordinances that are consistent with the Ten State Goals established by the "Comprehensive Planning and Land Use Regulation Act." This legislation gives preference to those communities who prepare and adopt consistent Growth Management Programs (comprehensive plan and ordinances) when applying for a number of State and federally funded grant programs such as Community Development Block Grants; programs to acquire land for conservation; natural resources protection; and programs that are intended to accommodate or encourage additional growth and development, improve, expand or construct public facilities, and assist in planning or managing specific economic and natural resource concerns.

**Driveway Entrances onto State and State-Aid Roads.** Anyone who wishes to construct or maintain any driveway, entrance, or approach within the state right-of-way shall receive a written permit from the MDOT.

*It is unlawful to construct or maintain any driveway, entrance or approach within the right-of-way of any state or state aid highway ( 23 MRSA SS 704, section 53) that lies outside the compact area of an urban compact municipality, as defined in section 754, without a written permit from the proper municipal officials. The right-of-way is considered the full width of the right-of-way as laid out by the State, county or the municipality.*

An information and application packet is available from the local DOT Division Office. If the proposed driveway lies within the "compact or built-up section," so called, a written permit from the Town officials is required.

Under State law 23 MRSA, Section 704 as amended in 2000, the DOT is directed "and towns

are authorized

*to make such rules and regulations as to design, location, and construction of driveways, entrances, and approaches... as will adequately protect and promote the safety of the traveling public and highway drainage.*

State law also states that a permit is required if an existing driveway is changed in location, grade, or otherwise improved. In addition, a permit shall be required if any existing driveway is changed in degree or kind of use.

**Access Management.** A municipality can create access management standards to protect the viability of the arterials serving the town. An Access Management Ordinance (either as a stand alone ordinance or part of a land use ordinance) should manage the number and design of driveway access to a town's roads. See Section 3.3.6 for additional information.

MDOT has prepared a handbook for local officials entitled, Access Management: Improving the Efficiency of Maine Arterials. The handbook provides local officials with information on what can be done at the local level to keep traffic flowing smoothly and safely on arterial highways serving their community. The handbook contains information about access management and practical standards which can be put into effect at the local level.

Access management standards are best implemented once the municipality has determined the following three items:

- Land Use - Where development should be encouraged and where it should be limited is extremely important since land development patterns can have the most impact on traffic conditions;
- Traffic Flow - The extent to which traffic on the arterials in the community has increased in recent years and is likely to increase in the future; and
- Plan's Relationship to Access Management - How the community's transportation and land use policies can be enhanced by sensible access management standards.

**Traffic Movement Permits.** MDOT requires that anyone that desires driveway access to a rural state or state-aid roadway must first obtain a driveway permit from the MDOT. MDOT has developed standards (sight lines, vertical alignment, driveway width, etc.) for the construction of the driveway entrances within MDOT's right-of-way. In the spring of 2000, the law (23 MRSA § 704) was significantly enhanced to allow MDOT and compact communities to control the design, location and construction of entrances. The purpose is to "protect and promote the safety of the traveling public and maintain highway right-of-way drainage." For rural arterial roads, the MDOT also shall limit the number and spacing of entrances to maintain existing posted speeds and ensure safe travel.

In January 2000, the MDOT adopted a set of guidelines by which a development, generating more than 100 Passenger Car Equivalents (PCE) during peak hour must abide to receive a Traffic Movement Permit. One tractor-trailer combination is the equivalent of two passenger cars. Any developer who generates more than 100 PCE trips MUST apply to the Division Traffic Engineer in the area with jurisdiction over the project. The developer then submits the application ( with plans stamped or sealed by both a registered Professional Engineer and Registered Land Surveyor). After the application has been deemed complete, a scoping meeting is set up to determine the scope of the project. Depending on the amount of trips generated ( 100-200 PCE's ) a permit may be required to do a traffic study as defined at the scoping meeting. Traffic Movement Permits (Site Location of Development Act). Until the late 1990's, the DEP was responsible for development permits under the "Site" law, including the traffic impact review. The law has been recently changed and the traffic review responsibility has been transferred to the MDOT.

Depending on the amount of trips generated (100-200 PCE's or over 200 PCE's) a permit could be issued with no further requirements or the applicant may be required to conduct a traffic study as defined at the scoping meeting.

A permit is still required if the development is on

a town way. The level of mitigation at the drive entrance/exit may be less, but a permit is still needed. Other mitigation may be necessary depending on the amount of traffic.

Municipalities may register with the Department to seek delegated review authority to issue Traffic Movement Permits. In such cases a Traffic Movement Permit would be required from the municipality that has been given delegated review authority. A municipality can be delegated the authority to issue permits if that municipality adopts ordinances consistent with MDOT Chapter 305 Rules. Once the ordinance is adopted, the municipality must contact the Department to request delegated authority. If the Department finds the municipality in compliance with Chapter 305, the Department will develop an agreement for Delegated Review Authority.

**Highway Opening Permits.** On town-ways, excavations are permitted through the Hampden Public Works Director; persons needing to excavate in the right-of-way should apply to the Code Enforcement Office for more information. The purpose of the permits is to assure that the roadways are left in a safe and workmanlike fashion.

The MDOT Division Engineer must also issue a permit for state maintained roads. The issued permit becomes an agreement between the applicant and MDOT as to the date, location, and the fee that the applicant will pay (based on the area of reinstatement of the excavation). The MDOT crews will replace the surface area.

## TRAFFIC ISSUES.

**202 Extension Proposal.** The much discussed extension of a limited access, US Route 202 through the Town, essentially parallel to Route 1A, has effectively been abandoned. There are two primary reasons for this. First and foremost the intrusion of the limited access bypass with a 250 - 300 foot right-of-way through the Four Mile Square was not, and is not, acceptable to the citizens of Hampden. The bypass would cross Reeds Brook, significant wetland areas, and

emerge to cross Kennebec Road in historic Lower Corner. Recent discussions with MDOT indicate that this is regarded as a dead issue both politically and financially. Perhaps less critical (but not irrelevant) is the problem that the Four Mile Square portion of the bypass would not open up large tracts of currently un-developable land but rather eliminate land from development with its wide right-of-way and limited access.

A more modest local access road extending from the intersection of Routes 202 and 9 south to the Reeds Brook School should be explored. Graves Supermarket and Maine Savings (BARCO-CUSO) site developments could immediately benefit from access to the traffic signal located at that intersection. Farther south the access road could serve the Reeds Brook, McGraw, and Weatherbee Schools. Future expansion of Hampden Academy may occur in that area as well. The schools are a major source of traffic congestion on Route 1-A. A significant local access route could provide much needed relief.

*Hampden Highlands UM Church built 1833*



The continued development of the Four Mile Square will generate significant new traffic. There is approximately 200 acres of developable land inside the square and 200 acres outside the square on Kennebec and Mayo Roads. The routes by which that associated traffic access portions of the square must be planned early enough to take advantage of access routes while they remain feasible and unobstructed. This bolsters the argument for an Official Map Ordinance. See Land Use Regulations section.

A more modest two lane US Route 1-A bypass that extends to Route 9 via the Back Winterport Road, Patterson Road, Bangor and Aroostook Railroad line or some other route has not been ruled out, but a full blown limited access extension of Route 202 through and beyond the Four Mile Square is a dead issue.

**Route 1A.** Route 1A is the principal arterial through Hampden and connects Bangor to southern coastal communities such as Prospect, Camden, and Rockland. It should be noted, however that US Route 1-A should be considered a "collector," but acts more as a local road; it has too many access nodes to efficiently serve as a collector road. The recommended design section for this type of arterial would be a 40-foot pavement width to include 8 foot paved shoulders. Where necessary, this would provide adequate space for a turning lane and adequate space for sidewalks and bikelanes where indicated.

**Route 202 (limited access segment).** The existing design capacity of this segment of Route 202 is adequate. In order to maintain the road's capacity and function as a limited access bypass, and avoid high accident levels associated with access points in the past, the location and development of new access points must be done with extreme care. It is recommended that while there is no current need for any extension of the north/south 202 by-pass, acquisition of right of way or development rights should be used to preserve this future option.

**Route 9.** The intersection of Main Road North (Route 1A) and Western Avenue (Route 9) suffers from insufficient turning radii and additional ROW area is required.

**Speeding.** Rapid modern transportation symbolizes freedom and technical progress, but roads laid out in the horse and buggy era are not well suited to excessive speed. Hampden, like all towns faces the issue of drivers exceeding the posted speed limit on town roads. Excessive speed is an important issue because it is a causal factor in many fatalities, is often carried out by the least experienced drivers, and relates directly to

highway capacity. To illustrate: A two-lane limited access highway has great ability to handle traffic. It allows 10,000 vehicles to move right along by presenting motorists with few conflict points. Add to our two-lane over 50 access points and conflicts per mile and lower speed limits become necessary. Finally, add excessive speed to the scenario and existing capacity will be reduced. Crossings and left turns that might be feasible for motorists where all motorists were driving at the posted limits are now difficult or dangerous. Those motorists must watch on-coming traffic longer to determine what speed it is traveling, which closes up the gaps in traffic, reduces capacity, increases accidents and requires traffic lights and additional lanes. Thus, speeding motorists add cost to the highway system.

Very often, speeding is viewed as an enforcement problem and those exceeding the posted limit are viewed as a scofflaw. However, when the average travel speed is well above the posted limit it suggests that either the posted limit is not reasonable or that the posted limit is not respected. Certain traffic calming designs could be explored to address traffic flow. Such devices include narrowing the appearance of the travel lanes to slow motorists. Motorists exiting the Interstate often exceed the posted limits of adjacent arterial street. This may not be intentional but more the environmental change from 70 MPH to 35 MPH which seems much less stimulating. Changing the speed limit, in the absence of increased enforcement efforts, or calming devices is often ineffective. Roads can be altered to incorporate features that will slow traffic. Larger, brighter signs, road striping, flashing lights, rumble strips, pavement grooving, speed humps, and road narrowing are some of the techniques known as traffic calming that have been used successfully in various situations. The Town should explore traffic calming devices and strategies and utilize those which are permissible on Maine and US highways when the goal is to reduce speeds.

Request for changes to speed limits on all town ways and state highways are made in writing by the Town to the MDOT through the Division Traffic Engineer. Citizens must direct their

requests through the Town Council. Because the MDOT gets so many request for speed zone changes, a Town should “screen” unwarranted requests by doing a quick review. The criteria is found on the MDOT website or by calling 287-2152.

A survey of traffic speeds and characteristics of the road in question is carried out, and the Division Traffic Engineer may recommend a new speed limit if justified. That recommendation is passed to the Commissioner of the Department of Transportation who, with the advice and consent of the Chief of the Maine State Police, sets the new speed limit. Consideration is given to:

- the design speed of the highway;
- the frequency of public and private access points, intersections, and roadside businesses along its length;
- the current speed of traffic; and
- existence of crash records of the road.

**Traffic Signs.** Traffic signs are the responsibility of the municipalities on all locally maintained highways. The MDOT is responsible for traffic signs on state and state aid roads. In urban compact areas, the municipality is responsible for all traffic signs except directional and route markers, and speed limit signs where the limit changes. Some changes in signs will be mandated from Traffic Movement Permits.

**Traffic Control Signs.** A traffic control sign is a way of addressing a traffic/road safety problem. It is advisable for a municipality to consult with the Division Traffic Engineer or a professional traffic engineer, as appropriate, to see whether a sign would be effective before installing one. All signs used for traffic control placed on state or local roads must be designed and placed in accordance with the Manual on Uniform Traffic Control Devices (MUTED).

For the purpose of designation of responsibility for provision and maintenance, road markings (lane striping, center lines, etc.) are considered to be traffic control devices. Please note that, unlike traffic control signs, road markings are advisory

only.

Traffic signs on local roads are the Town’s responsibility for installation, maintenance, and replacement. Regulatory signs, such as “Stop” and “Yield” signs can only be installed after the adoption of a local traffic ordinance authorizing their placement and use. Call MMA or the Local Roads Center for a sample ordinance. A “Stop” or “Yield” sign on a local road at its intersection with a state road is the responsibility of the MDOT, if the MDOT is responsible for traffic control signs on the state road.

Traffic signs on State roads, outside the urban compact areas, are the responsibility of MDOT. Hampden would apply to a Division Traffic Engineer, outlining the problem that the sign would address. In an urban compact area, the Town is responsible for providing, installing, and maintaining all traffic signs. However, a proposed “Stop” or “Yield” sign on a state road in a compact area must be reviewed by the MDOT Traffic Engineer.

Destination and Route Signs are signs the sole responsibility of the MDOT. They are installed and maintained by MDOT. Requests for additional signs or re-signing should be directed to the Division Traffic Engineer. Requests to replace existing signs that have deteriorated, been damaged, or have fallen should be directed to the local MDOT Maintenance Division.

“Special” Warning Signs: “Children At Play,” “Deaf Person,” “Disabled Person,” “Horse Crossing” etc. On the surface, the use of these signs appears to provide some “safety” to kids, disabled folks, and animals. However, the driving public does not react favorably or positively to these signs in most cases. In the late 1990’s, the MDOT changed its policy on the installation and maintenance of these signs. It is virtually impossible for the MDOT to keep track of every handicapped person, playing child, and crossing horse in every town along all State roads. Therefore, the MDOT created the following policies for new requests and/or existing signs.



For any new installation of these types of signs, the responsibility for deciding to erect these signs along a State road will now be with the Town. Persons who request one of these signs will be through the Code Enforcement Office. It will then be the responsibility of the Town to purchase, install, and maintain these signs. All signs must meet the standards of the MUTCD and be installed according to standard MDOT policy. Any questions can be directed to the Division Traffic Engineer in the local MDOT Maintenance office.

For all existing signs of this type, the MDOT will no longer maintain these signs. The full maintenance responsibility will now rest with the Town.

MDOT will continue to install “disabled person signs” at established businesses which have disabled residents who cross the road. In addition, MDOT will continue to install “horse crossing” signs at established businesses which have and at established horse riding businesses which have horses crossing the road.

Official Business Directional Signs (OBDS) shall be located within the highway right-of-way on approaches to intersections where travelers must change direction from one public way to another to reach a business, service, or point of interest or where appropriate at the end of “T” intersections. A business, service facility, or point of interest shall not be permitted more than one sign at anyone intersection approach. Each place of business, service, or point of interest shall be eligible for a maximum number of six OBDS. To qualify for an OBIS, the business, service, or point of interest must be within a ten-mile radius of the proposed location of the sign. Application for an OBDS shall be made on forms furnished by MDOT after obtaining municipal approval as some municipalities regulate the location of these signs in ways different from other municipalities.

**Traffic Signals.** The Town should apply for traffic signals on a State Road to the MDOT through the Division Traffic Engineer. A traffic survey is carried out and depending upon the results, an installation may be recommended. The

criteria for warranting a traffic signal include: traffic volumes on the major and minor roads, number of pedestrians, proximity to schools, and accident records. If warranted, installation on a state highway would be contingent upon inclusion in the MDOT's Biennial Transportation Improvement Program (BTIP). Maintenance and electrical power costs are the responsibility of the municipality.

The MDOT advises obtain expert advice when considering traffic signals on a local road. The Division Traffic Engineer may provide assistance. A licensed traffic engineer is needed to design the installation. Funding for such installation is the Town's responsibility although certain installations may be eligible for federal funding through the Hazard Elimination program or Congestion Mitigation Air Quality program (see Funding). Maintenance and electrical power costs are the responsibility of the municipality.

Flashing beacons at intersections have been found by the MDOT to be largely ineffective in addressing traffic problems. Rather than inducing caution, the average speed of vehicles on the through road increases after the beacon is installed. However, in certain situations a beacon can help. A beacon can reduce the number of side road drivers who ignore a stop sign. Careful examination of the traffic flows and intersection configuration should be done before making any decision.

A municipality seeking the installation of a flashing beacon at an intersection of two local roads would be advised to seek professional assistance, either from the Division Traffic Engineer or a licensed traffic engineer. A municipality wishing to have a flashing beacon on a state-maintained road should approach the Division Traffic Engineer.

**Crosswalks.** The provision of crosswalks on all highways (other than controlled access highways such as an interstate highway) is regulated by Town officials. However, consultations with the Division Traffic Engineer and the local and/or state police are strongly advised before action is

taken. The pattern of pedestrian movement, the ability of traffic to stop safely, the volume of the traffic flow that the pedestrians will be attempting to cross, and the speed of the traffic should be considered. All crosswalk striping patterns and signs shall conform to the Manual on Uniform Traffic Control Devices (MUTCD). Crosswalks are not recommended at those locations that do not have a sidewalk for pedestrians on both sides of the street. Sidewalks are needed at pedestrian crosswalks because they give pedestrians a safe designated area as they walk along the street.

A common sight at many crosswalks throughout Maine is the placement of a single orange barrel, cone, or other device on the centerline in an effort to slow down motorists. As innocent and/or effective as this may appear to be, it could create certain safety and/or liability problems for municipalities (several studies are being done to determine their real effectiveness). Typically these devices are either non-standard traffic control devices (per MUTCD), or they are standard devices used in the wrong way. Although they may “work” pedestrians can develop a false sense of security, and pedestrian safety or vehicle control could be severely compromised if these devices are hit, especially if they are heavy metal devices. In today's litigious society, these devices should be discouraged from use on a roadway. For other alternatives, call your local MDOT Maintenance Division Traffic Engineer.

**Sidewalks/Bike Paths.** On Local roads, the Town is responsible for providing and maintaining sidewalks and bicycle facilities. The Town may be able to secure funds for sidewalk construction through other agencies such as the Department of Economic and Community Development. As part of a plan to reduce automobile emissions in an area designated "non-attainment" (see CMAQ), there may be federal funding available for construction or reconstruction, though this funding is not generally available on local roads.

Maintenance of existing sidewalks on all public roads is the responsibility of the Town. Replacement of existing sidewalks on State or State-Aid highways is covered under Department

policy. It states that it is the Department's policy to replace existing sidewalks in kind on any reconstruction, rehabilitation or resurfacing project. The funding for replacement of the sidewalk in kind will be the same as the funding for the reconstruction, rehabilitation or resurfacing project. This will apply whether the sidewalk is being fully reconstructed or just overlayed with hot bituminous pavement. An exception to the above may be when the Department and Town agree in writing to eliminate a sidewalk. If the reconstruction, rehabilitation, or resurfacing of any sidewalk on a State or State Aid road is NOT part of an adjacent highway project, then the work will be considered as a separate sidewalk project. For State funding assistance, it must be submitted by the municipality as a separate request for the six or two year plan.

When the Town wants to add just a sidewalk on a State or State Aid road and it wants State assistance, it must request the project just like a road or bridge project.

When the Town requests that sidewalks be constructed as part of a project, it would be the municipality's responsibility to pay all of the non-federal share of the cost of the new sidewalk. For example, if the Feds are paying 80% of a project and the State is paying 20%, then the Town will be responsible for the 20% cost of putting in the new sidewalks.

When the project is not federally funded, it would be the municipality's responsibility to pay 50% of the State's share of the cost. The cost is intended to include gravel, pavement and any additional construction features made necessary by widening for the sidewalk such as retaining walls or barriers. It does not include Right of Way acquisition.

If a proposed sidewalk is NOT part of a roadway project, then it must be submitted by the municipality as a separate request for the six or two year plan.

Any sidewalk/pedestrian facilities project must comply with the requirements and standards

governed by the Americans with Disabilities Act (ADA). The ADA promulgates standards such as maximum grades and the requirements for curb-cut ramps to allow wheel chairs to cross streets.

Municipalities should contact the Bicycle and Pedestrian Coordinator, Office of Passenger Transportation, at (207) 287-3318 to discuss the project and options for funding at an early stage in the development, or contact MDOT's ADA Coordinator at (207) 287-3551.

**Road Striping.** All road striping on State and State Aid highways outside of urban compact areas is the responsibility of the MDOT Traffic Engineering Division. Annually, striping crews establish centerlines and edgelines and stencils of words such as "RR" crossings and "STOP AHEAD" on these State roads. Stripe color, width and design are determined by the standards established in the Manual on Uniform Traffic Control Devices (MUTCD).

In urban compact communities, the responsibility for striping on all State highways and local streets (if desired) rests with the Town. Striping standards must also follow the MUTCD. In addition, if any lane changes are proposed (ie. restriping a wide two-lane road to a two-lane road with a center turn lane), then DOT must be contacted for review and approval. This is required from a traffic engineering perspective, but it also affects the annual State funding under the Urban/Rural Initiative Program (URIP) which relies on "lane miles" and not centerline miles. Therefore, striping for turn lanes without actually constructing more roadway width may be eligible for additional U.R.I.P funds.

## **TRANSPORTATION FUNDING**

Maine's transportation infrastructure was built with a combination of public and private investments over the past 300 years. The system's maintenance and improvement still depends upon partnership today. As we move forward into the next century, the MDOT faces challenges of maintaining the existing highway and bridge

system, creating new opportunities in other modes, and improving the connectivity among all modes. This must be done without any guarantee of increased state or federal funding, beyond the current projections, over the next 20 years.

The principal sources of funds for public spending on transportation in Maine comes from the state's Dedicated Highway fund, the federal government, the state's General Fund, and from the sale of Highway and General Fund bonds. [Funds from these sources (except bonds) are derived from the proceeds of motor fuel taxes, motor vehicle registration and license fees and other transportation user fees.] Over the 10 year period beginning in 1988 and ending in 1997, fund allocations to the MDOT grew at a rate of approximately 4.9 percent per year, from a low of \$239 million in fiscal year 1988 to a high of \$357 million in 1997. When adjusted for inflation however, funding has been flat.

During the period 1990 - 1997 transportation revenues increased due only to the growth in federal allocations. As vehicles become more fuel-efficient, the state Highway Fund realizes less and less revenue from the steadily increasing vehicle miles traveled (VMT). In fact, during the period 1990 - 1997 only a small growth in revenue took place, however none of this growth was available for transportation investments. Therefore, higher federal allocations pose a challenge. How does the state match them with a static state revenue system? Several transportation bond issues have been proposed and approved by Maine citizens over the past several years. However, increasing the state debt level is not a viable long-term solution.

During the last 12 years, bond financing has been an important source of funding in expanding the Department's capital program. The amount of principal outstanding has grown from \$93 million in 1987 to \$159 million in 1998. During the same period, annual debt service increased from \$16.2 million to \$28.7 million. From 1990 to 1998 debt service as a percent of Highway Fund Revenue grew from 9.1% to 13.2% in 1998. This increase in debt level has been necessitated by the

requirement to match higher funding amounts.

There are a number of unknowns that will influence the amount of transportation funding Maine can expect over the next 20 years:

- Will the integrity of the Federal Highway Trust Fund be honored and maintained?
- Will a percentage of the federal gasoline tax levied on motorists continue to be impounded for deficit reduction or other purpose?
- If future transportation authorizing legislation continues to contain funding for special demonstration projects, will there be any for Maine? If so, how many? Where?
- At the state level, will the dedicated Highway Fund be sustained?
- How will motor fuel tax receipts be affected by emerging technology in the area of alternative fuels and increased motor vehicle fuel efficiency?
- Will the issuance of obligation bonds to support transportation improvements continue into the future? Increase? Decline?
- What effect will the local revenue / cost sharing options currently being evaluated by the MDOT have on Maine's ability to fund capital improvements?

For these reasons, it is difficult to predict, with any certainty, the level and nature of future funding for transportation programs. Federal dollars provide a major source of funding for capital investment in the State's transportation system, and with the passage of TEA - 21 the level of federal funding can be projected at a six-year average of \$126 million per year, a small increase over ISTEA levels.

At the state level it is expected that gains in the Highway Fund revenue resulting from increased vehicle-miles of travel will be offset by improvements in motor vehicle fuel efficiency and the use of alternative fuels. Barring any changes to the State's current revenue structure, state funding for transportation will, at best, continue to show slight gains over time.

**Federal Funding Sources.** Transportation Equity Act for the 21st Century (TEA-21). On June 9, 1998, the President signed into law PL 105-178,

the Transportation Equity Act for the 21st Century (TEA-21) authorizing highway, highway safety, transit and other-surface transportation programs for the next 6 years. Subsequent technical corrections in the TEA 21 Restoration Act have been incorporated; thus, the material presented here reflects the combined effects of both Acts and the two are jointly referred to as TEA-21.

TEA-21 builds on the initiatives established in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), which was the last major authorizing legislation for surface transportation. This new Act combines the continuation and improvement of current programs with new initiatives to meet the challenges of improving safety as traffic continues to increase at record levels. These include protecting and enhancing communities and the natural environment and advancing America's economic growth and competitiveness domestically and internationally through efficient and flexible transportation.

Significant features of TEA-21 include:

- Assurance of a guaranteed level of Federal funds for surface transportation through FY 2003. The minimum for highway funding is based on receipts to the Highway Account of the Highway Trust Fund (HTF). Transit funding is guaranteed at a selected fixed amount. [All highway user taxes are extended based on the same receipts of the HTF when the legislation was enacted.]
- Extension of the Disadvantaged Business Enterprises (DBE) program, providing a flexible national 10 percent goal for the participation of disadvantaged business enterprises, including small firms owned and controlled by women and minorities, in highway and transit contracting undertaken with Federal funding.
- Strengthening of safety programs across the Department of Transportation. New incentive programs, with great potential for savings to life and property, are aimed at increasing the use of safety belts and promoting the enactment and enforcement of 0.08 percent blood alcohol concentration standards for drunk driving. These new incentive funds also offer added flexibility to States since the

grants can be used for any Title 23 United States Code activity.

- Continuation of the proven and effective program structure established for highways and transit under the landmark ISTEA legislation. Flexibility in the use of funds, emphasis on measures to improve the environment, focus on a strong planning process as the foundation of good transportation decisions—all ISTEA hallmarks—are continued and enhanced by TEA-21. New programs such as Border Infrastructure, Transportation Infrastructure Finance and Innovation, and Access to Jobs target special areas of national interest and concern.
- Investing in research and its application to maximize the performance of the transportation system. Special emphasis is placed on deployment of Intelligent Transportation Systems to help improve operations and management of transportation systems and vehicle safety.

**The Interstate Maintenance Program.** The Interstate Maintenance Program funds paving, rehabilitation, and reconstruction on the Interstate system. It does not fund projects to add capacity. The MDOT has to provide a 10 percent match to secure these funds. Once Interstate System needs are met within a two year funding cycle, up to 20 percent of these funds may be transferred to National Highway System (NHS) and Surface Transportation Program (STP).

**National Highway System Program (NHS).** National Highway System Program (NHS) funds are available for capital improvement on those highways in Maine designated as part of the NHS. These highways are the Interstate Highway System and other major roads. A 20 percent match of total cost is required to obtain federal funding for NHS projects. This match may be from the MDOT or sometimes provided by a combination of MDOT and local funds.

**Surface Transportation Program (STP).** Surface Transportation Program (STP) funds are available for improvement of any road other than local or minor rural roads. There are two

mandatory set-asides of STP funds: 10 percent must be allocated to Transportation Enhancement projects, and 10 percent must be used for rail/highway crossing improvements and hazard elimination projects. STP funds may be used on the NHS if necessary. Transit capital projects can be funded by STP, and funds may be transferred to other forms of transportation, as required. The MDOT has to provide a 20 percent match of the total cost to obtain federal funding for STP projects.

**Transportation Enhancement Program.** The Transportation Enhancements (TE) program provides funding for projects designed to strengthen the cultural, aesthetic, and environmental aspects of the inter-modal transportation system. A minimum of 20 percent local match is required to secure the federal funds. A project is eligible for TE funding if it relates to surface transportation and fits one or more of the following TE activities.

- Provision of facilities for pedestrians and bicycles.
- Provision of safety and educational activities for pedestrians and bicyclists.
- Acquisition of scenic easements and scenic or historic sights.
- Scenic or historic highway programs.
- Landscaping and other scenic beautification.
- Rehabilitation and operation of historic transportation buildings, structures, or facilities.
- Preservation of abandoned railway corridors.
- Control and removal of outdoor advertising.
- Archaeological planning and research.
- Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity.
- Establishment of transportation museums.

A competitive process produces a statewide list of TE projects that become a part of the Biennial Transportation Improvement Program. Questions relating to eligibility and application process should be directed to the Division of Planning at (207) 287-3131.



**Federal Transit Administration.** The Federal Transit Administration provides funds for the purchase of buses and operating subsidies for transit providers. This is not the sole source of funds for these purposes; STP funds, CMAQ funds, and money from social service programs can be used. For more information contact the Office of Passenger Transportation at (207) 287-3318.

**State Funds.** State funds for operations and capital improvements come from two major sources: the General Highway Fund and the State General Fund. The General Highway Fund receives dedicated income from fees and taxes relating to registration and use of vehicles on the public highways, including fuel taxes. The General Highway Fund may only be used for highway and bridge improvements, State enforcement of traffic laws, maintenance, and Departmental overhead. As highway maintenance, other than on interstate highways, it is ineligible for federal funding. The General Highway Fund provides all the money for this work on non-interstate roads.

The State General Fund is used for funding other transportation activities that are ineligible for moneys from the General Highway Fund. Its income is derived from income taxes and other State taxes and fees. In addition, Maine State Ferry Service revenue from user-fees provides partial funding for that service.

**Local Funds.** Local governments and other public or private bodies often provide the "local" match in securing federal funds for capital and operational projects. For example, Transportation Enhancement projects require a 20 percent local match. Municipalities also expend local moneys, and the Urban/Rural Initiative Program funds they receive from the MDOT, on the capital improvements of local roads and State Aid minor collector roads.

**Bond Issues.** Some projects, such as highway or port improvements, have been funded by issuing bonds. The MDOT also uses bond issues to raise matching funds necessary to secure federal

moneys for highway projects. This option for raising funds for transportation projects first has to be approved by the legislature, and then by the voters in Statewide referendum. The advantage of this type of funding is that it spreads large construction costs over the lifetime of the bond; however, it does incur additional costs, primarily interest. To reduce the percentage of MDOT's Highway Fund budget which goes to debt interest and principal payments, the Governor successfully proposed to the Legislature to halve MDOT's issuance of Highway Fund bonds during the 2000-2001 biennium, with the goal of continuing or accelerating this trend indefinitely. This action was possible due to an increase in the fuel tax, and the appropriation of surplus General Fund money for highways. The availability of the surplus General Fund money has also recently allowed Non-Highway capital projects to be financed with appropriations, rather than General Fund bond issues

**Local Bridge Program.** Legislation enacted by the 112th Maine Legislature requires the Department to biennially prepare a list of local bridges eligible for capital improvements. The priority of candidates is established based on consideration of a number of factors related to inadequacy and use of each bridge. The Department has individually notified each effected municipality and county as to the priority and anticipated scope of the work for those bridges qualifying for improvement. The Towns (and Counties) have indicated an intent to financially partner with MDOT on the local bridge projects included in the BTIP. Cost sharing for projects implemented under this program, where there is local responsibility, is based on a single formula encompassing factors that measure the ability of the town to pay and the town's relative use of the structure, as well as the availability of the state and federal funding.

As part of the Local Bridge Program funds are provided for replacement and rehabilitation of public bridges within the state. There is a mandatory 15 percent set-aside for bridges on local and minor rural roads. This is the source of funding for the Local Bridge Program. Forty

percent of the MDOT's bridge funds may be transferred to the NHS or STP. However, these funds have never been transferred due to the very large backlog of bridges in the state needing significant work. A 20 percent match is required to secure the federal funds.

Urban/Rural Initiative Program (URIP). The Legislature repealed the former local Road Assistance Program (LRAP) in 1999 and enacted the Urban - Rural Initiative Program (URIP). Under this program, which consists of both the Rural Road Initiative and the Urban Road Initiative, municipalities receive regularly scheduled payments from DOT for capital improvements to local roads and rural State Aid minor collector roads.

Rural Road Initiative funds are distributed at the rate of \$600 per year per lane mile for all rural state aid minor collector roads and all local roads located outside urban compact areas, except that the rate is \$300 per year per lane mile for seasonal town ways. After July 1, 2000 funds may be used only for maintenance and improvement of public roads; after that date, they may be used only for capital improvements. "Capital improvements" means "any work on a road or bridge that has a life expectancy of 10 years or restores the load-carrying capacity."

Urban Road Initiative funds are distributed at the rate of \$2,500 per year per lane mile for summer maintenance performed by the municipalities on state and state aid highways in compact areas. For each lane mile beyond the second lane on a highway with more than two lanes, municipalities also are reimbursed at the rate of \$1,250 per lane mile for summer maintenance in the compact area. In addition, Urban Road Initiative funds are distributed at the rate of \$1,700 per year per lane mile for winter maintenance performed by the municipalities on state highways in compact areas regardless of the number of lanes. These funds may be used only for maintenance and improvements of public roads. Questions relating to this program should be directed to the Community Services Division at (207) 287-2152.

Small Harbor Improvement Program. The Small Harbors Improvement Program (SHIP) is not funded in the FY 2000/2001 BTIP. However it was funded in recent past years and may be once again in the future. It provides funding for necessary harbor improvement projects along the coast of Maine infrastructure or along tidal rivers. These improvements provide economic development and improve marine transportation at these locations. Such projects include the installation of floats, boat ramps, piers, rip rap, etc. For more information, contact the Office of Freight Transportation at (207) 287-2841.

Paving and reclamation work, road salt, and fuel oil are the most common materials in cooperative purchases. However, public works utility vehicles, police cruisers, road striping, road signs, and culverts are some of the more recent cooperative purchase efforts. A limitation to the cooperative purchase program is finding a group of communities that want to purchase items with the same specifications. For more information on cooperative purchasing, contact your Regional Planning Commission or Council of Governments.

Other Cost Saving Resources. Both Hampden's Regional Council of Governments and the Maine Local Roads Center offer information on saving money through the use of MDOT approved alternative materials, in maintaining and repairing roadways.

## **MAINTENANCE RESPONSIBILITY AND LIABILITY ISSUES**

Barriers. Title 23, Sections 3271, 3272, and 3273 state that any municipal officer who erects a barrier (wire, cable, chain link, lumber, gate, or other similar device) across a town way is required to mark the barrier in a manner that enables it to be visible to a person traveling on a town way toward the barrier on a snowmobile, all-terrain vehicle, motorcycle, or similar vehicle. The barriers must be marked so that they may be visible at a distance which is a reasonable stopping distance.

**Local Roads.** Title 23, Section 3651 states that any legally established highway, town way, or street shall be opened and must be kept in repair so as to be safe and convenient for motor vehicles. If these conditions are not met, then the liable parties can be indicted, convicted, and fined.

**Pothole Statute.** Title 23, Section 3655, i.e., the "pothole statute," states that persons who suffer bodily damage or damage to personal property resulting from "any defect or want of repair or sufficient railing in any highway, town way, causeway or bridge" may bring a civil suit within one year from the date of receiving such injuries or property damage against the county or municipality that is obligated to maintain or repair the highway, town way, causeway, or bridge. In addition, a claim must be received within 180 days after the incident. The liability is dependent on

#### *Earthmoving Activities*



whether the county commissioners, municipal officials, road commissioners, or any other authorized person received

"24-hours actual notice" of the defect or want of repair. "Actual notice" can mean a telephone call, verbal notice, or a written letter to virtually any town official.

**Sidewalks and Crosswalks.** Title 23, Section 3658 states that no town is liable for damages to any person on foot because of snow or ice or the slippery condition of any sidewalk or crosswalk.

**Waterways.** Title 23, Section 3255 states that no municipality may cause a water course to be constructed by the side of a road which would disturb any house or other building or obstruct any business. Any person suffering damage due to this construction may have it changed under their direction and at the expense of the municipality. This particular statute may be relevant when a road construction or reconstruction project requires the relocation or re-direction of a

waterway.

**Dig Safe.** In the spring of 2000, the law was changed again and included a few new features relative to excavation methods, emergency excavations, and penalties. The "Underground Protection of Facilities Act," commonly known as the "Dig Safe" law, is found in 23 MRSA 3360-A. The Maine Legislature modified the law on January 1, 1993 and then, on September 20, 1997 and June 1998 to include enforcement and violation provisions. The purpose of this law is two-fold: to protect equipment operators and other people excavating in areas where underground facilities are located, and to protect the underground facilities.

In concept the law is simple. Its basic premise is that many excavations involve two players: the person doing the excavating (the "excavator"), and the person whose equipment is located underground (the "underground facility operator" or "utility"). An excavator must provide notice of any excavation to all underground utilities in the excavation area, and wait three business days before commencing work. After receiving notice each utility must, within two business days, accurately mark the location of its underground facilities so that the excavator can safely proceed (these marks are usually called "locates"). Under the law, notice from excavators to most utilities will typically be accomplished by a toll-free telephone call to a central Dig Safe notification system (the "system") located in Burlington, Massachusetts. The law imposes penalties on excavators who fail to follow the notice procedures, and it imposes penalties on utilities who fail to mark their underground facilities after receiving notice. The toll-free number is 1-888-DIG-SAFE.

**Maine Tort Claims Act.** The Maine Tort Claims Act (Title 14, Sections 8101 through 8118) is a very important Act involving governmental responsibilities for transportation facilities. Section 8103 states that all governmental entities will be immune from suit on any and all tort claims seeking recovery for damages, except as specifically provided by law. The general rule of

the Maine Tort Claims Act is that immunity from lawsuits is the predominant protection for local governments and their employees. However, several exceptions to the general immunity provisions do exist. You should consult with the Maine Municipal Association, (800) 452-8786, or MDOT's Maine Local Roads Center, (207) 287-2152, for more information. These exceptions pertain to negligence in the ownership, maintenance, or use of vehicles, machines, or equipment; and activities involving road construction, street cleaning, or repair. In 1999, the maximum liability limit was increased from \$300K to \$400K.

For more information on maintenance liability, contact the Maine Municipal Association (800) 452-8786 or MDOT's Maine Local Roads Center at (207) 287-2152. For more information on maintenance responsibilities, ownership of roads, and right-of-way issues contact your local Division Engineer at your local Maintenance Division Office.

**Road Construction and the Natural Environment.** The Natural Resources Protection Act (NRPA) is the Maine State law that regulates disturbances in, over, or adjacent to wetlands, streams, and other water bodies. [Both MDOT and municipalities must comply with the law]

Section 404 of the Clean Water Act is the federal law that regulates disturbances in, over, or adjacent to wetlands, streams, and other water bodies.

The Maine Department of Environmental Protection (MDEP) issues permits for state wetlands laws while the United States Army Corp. of Engineers (ACOE) issues permits for regulated wetlands under federal jurisdiction. It is important to contact these agencies regarding work being contemplated in or near a wetland or water-body since one or both agencies may have jurisdiction.

The NRPA requires that a permit be obtained from the MDEP before undertaking activities in any protected natural resources. However, NRPA may allow certain public works projects to proceed

through a "permit-by-rule" process that is faster and involves less paperwork than the usual permit process. The activities allowed under the "permit-by-rule" process includes, but is not limited to:

- General permits for state transportation facilities
- Disturbance of soil material adjacent to wetlands or waterbody
- Replacement of permanent structures
- Movement of rocks and vegetation
- Construction of stream crossings (utility lines, pipes and cables)
- Piers, wharves and pilings in coastal wetlands
- Public boat ramps
- Selected activities in coastal sand dunes

The permit-by-rule process requires the municipality to submit a notification form outlining the work to be performed to the MDEP.

There are also activities that do not require a permit to be filed. These include but are not limited to:

- Water lines and utility cables. In an area which affects a great pond, the placement of water lines to serve a single-family house or the installation of cables for utilities, such as telephone and power cables, provided that the:
  - Excavated trench for access to the water is backfilled and riprapped to prevent erosion;
  - Excavated trench on the landward side of the riprapped area is seeded and mulched to prevent erosion; and
  - Bureau of Parks and Lands has approved the placement of the cable across the bottom of the great pond to the extent that it has justification.
- Maintenance and repair of a structure in, on, over or adjacent to a protected natural resource and maintenance and repair of a private crossing of a river, stream or brook if:
  - Erosion control measures are taken to prevent sedimentation of the water;
  - Crossings do not block fish passages in water courses
  - There is no additional intrusion into the

protected natural resources

- The dimensions of the repaired structure do not exceed the dimensions of the structure as it existed 24 months prior to the repair, or if the structure has been officially included in or is considered by the Maine Historical Preservation Commission eligible for listing in the National Register of Historic places, the dimensions of the repaired structure do not exceed the dimensions of the historic structure.

This subsection does not apply to: the repair of more than 50% of a structure located in a coastal sand dune system; the repair of more than 50% of a dam, unless that repair has been approved by a representative of the United States Natural Resources Conservation Service; or the repair of more than 50% of any other structure, unless the municipality in which the proposed activity is located requires a permit for the activity through an ordinance adopted pursuant to the mandatory shoreland zoning laws and the application for a permit is approved by the municipality.

A permit is not required for emergency repair or normal maintenance and repair of the existing public works which affect any protected natural resource. An activity which is exempt under this subsection shall employ erosion control measures to prevent sedimentation of any surface water, shall not block fish passage in any water course and shall not result in any additional intrusion of the public works into the protected natural resource.

Contact MDEP at the main office in Augusta at (207) 287-2111, or any of the field offices in Portland, Bangor or Presque Isle. The COE main office is located in Manchester, (207) 623- 8367.

## REGIONAL COORDINATION AND MPO

**Compact Areas.** The MDOT classifies roads as state highways, state-aid highways and townways. In addition to its townways, a municipality is responsible for snow maintenance on state-aid roads. The laws do distinguish between

"maintenance" and "snow maintenance." Maintenance refers to summer maintenance, upkeep of the roadway structure, and ditching and brush cutting. Snow maintenance refers to plowing, sanding, and erecting snow fences.

The municipality's maintenance obligation may depend on the population reported in the most recent census and on whether the state road runs through a compact section or area of town. A compact section (also known as a "built-up" section of town) is defined as follows:

"Compact" or "Built-up sections" means a section of the highway where structures are nearer than 200 feet apart for a distance of 1/4 of a mile, unless otherwise defined; reference MRSA 23 sub-section 754, revised July 1, 1999.

Urban Compact Municipalities are those in which the population according to the last United States census;

- Exceeds 7,500 inhabitants, or
- Is less than 7,500 inhabitants but more than 2,499 inhabitants, [which has more non-resident employed than employed residents in which the ratio of people who work in a given municipality to employed people residing in that same municipality is 1.0 or greater,] and when the municipality has not exercised the opt-out provision of this section.

Presently there are 43 Urban Compact Municipalities. The Urban areas over 7,500 population include Bangor.

For more information on compact areas, contact the Community Services Division at (207) 287-2152 or see the MDOT website.

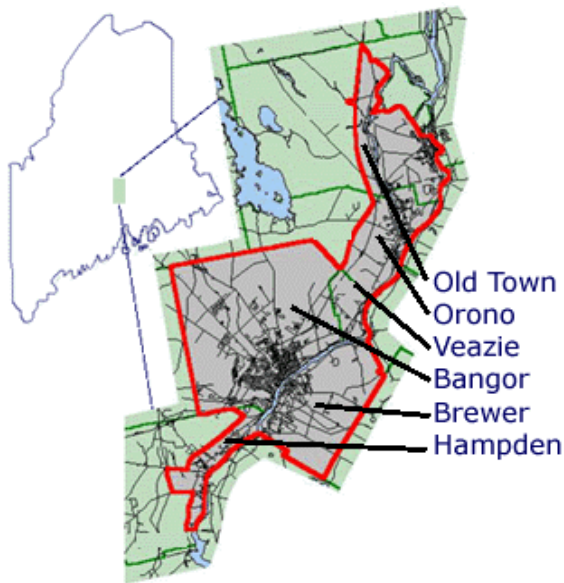
Metropolitan Planning Organizations (MPO's)

The Federal Intermodal Surface Transportation Efficiency Act requires that a Metropolitan Planning Organization (MPO) be designated for each urbanized area. The designation is based on population density as indicated by the U.S. Census which defines an urbanized area. The MPO is responsible for insuring that the urbanized area



has a continuing, cooperative, and comprehensive transportation planning process. The process must result in plans and programs that consider all transportation modes and support metropolitan community development and social goals. These plans and programs must lead to the development and operation of an integrated, intermodal transportation system that facilitates the efficient, economic movement of people and goods. MPO's must coordinate with the MDOT while planning projects in urbanized areas.

There are presently four MPO's in the State of Maine: Kittery Area Comprehensive Transportation Study (KACTS); Portland Area Comprehensive Transportation Study (PACTS); Lewiston-Auburn Comprehensive Transportation Study (LACTS); and Bangor Area Comprehensive Transportation Study (BACTS). The MPO's usually consist of municipal and State officials who serve on policy, planning and /or technical



committees. The committees meet on a regular basis to establish priorities and allocate specific categories of federal transportation related funds to the area.

The passage of the federal Intermodal Surface Transportation Efficiency Act in 1991 has increased and strengthened the transportation planning process. New responsibilities for the

MPO's include:

Preparing a broad-based, long range, multi-modal transportation plan; Carrying out transportation studies; Formulating plans related to maintaining, improving, or expanding the existing transportation network; Providing a forum for public participation in the development of transportation policy issues; and Developing and approving a Transportation Improvement Program (TIP) for the use of federal funds by MDOT for specific road and bridge improvements, public transportation operating subsidies and capital improvements, pedestrian and bicycle facilities, and other transportation improvements in the MPO's area.

MPO's are not transportation operating authorities. MPO's cannot construct roads, provide operating subsidies to transportation providers, regulate land use, create land use regulations, or require any MPO community to establish land use regulations.

The Town should continue to participate in the Bangor Area Metropolitan Planning Organization (BACTS/MPO) to facilitate regional coordination of the areas transportation improvements.

BACTS is the Bangor Area Comprehensive Transportation System. It is the organization designated by federal and Maine state government to carry out transportation planning in the Greater Bangor urbanized area. The BACTS area includes Bangor, Brewer, Veazie, and major portions of Hampden, Orono, and Old Town. (See map below). BACTS evaluates and approves proposed transportation improvement projects and facilitates communication between its member communities and state and federal transportation agencies. It provides opportunities for public participation in transportation planning, and funding decisions. It also sponsors and conducts studies to assist in the transportation planning process. BACTS is governed by an executive committee, a policy committee, and a technical committee. The members of the committees are drawn from municipal officials (both elected and appointed) of the member cities and towns. In addition there are non-voting members on the

policy committee representing the Bangor Region Chamber of Commerce, and the Regional Transportation Advisory Committee for Region 3 (Penobscot and Piscataquis Counties). There is a staff of four; a director, two transportation planners, and a technician, with offices at One Cumberland Place in Bangor.

## **TRANSPORTATION POLICIES**

- Develop a local road system, which is developed in a hierarchy, to efficiently move people and goods efficiently.
- Control and limit access points to major arterials.
- Direct single family residential access to the least order roadway.
- Encourage and promote the preservation of a 202 right of way extension to be used as a future option.
- Direct medium and high traffic generators to higher order streets while controlling access and turning movements.
- Promote an annual reserve account to continue the existing capital improvement program for roads and bridges through.
- Promote alternatives to single passenger commuter trips, including: bikeways, The Bus, park and ride lots, car pooling, and pedestrian walkways.

### **Recommendations**

- Develop specific roadway standards based on functional classification.
- Develop specific roadway design standards for Commercial/Industrial Roadways (see economic development plan).
- Develop design standards for rural roadways and shared driveway options (see rural character policies).
- Review revised cul-de-sac design standards and provisions for temporary cul-de-sacs.

## **IMPLEMENTATION STRATEGIES**

**Annual Budget.** Allocate a portion of the Roads and Bridges Reserve for alternative modes of transportation such as park & ride, bike routes, and transit improvements.

### **Land Use Regulation**

- Develop parking requirement waivers based on the provision alternative mode amenities such as bike racks transit stops, etc.
- Develop Ordinance guidelines in the Subdivision Ordinance to include pedestrian and bicycle facilities where warranted.
- Develop a specific threshold and guidelines for detailed traffic analysis in the Subdivision and Zoning Ordinance.
- Develop shared driveway guidelines for arterial streets and rural development. To be included in the Zoning and Subdivision Ordinances.

**Overview.** Hampden is rich in natural resources. The Penobscot River and the vast watershed that drains into it are both at the center of the Town's past and future. The glaciers left Hampden rich in sand and gravel. Hampden's soils support significant agricultural and wood harvesting activities. Its extensive forests provide both habitat and attractive rural settings, while protecting wetlands and buffering streams, rivers, ponds, and ground water. Natural resources can be both protected and utilized to the benefit of all its citizens. Identification, protection and proper management of those resources are essential to the Town's long term benefit. Understanding the geological and biological forces that gave Hampden its natural resources and what forces put them at risk will help in setting goals and objectives for this and every section of the plan.

### PHYSICAL DESCRIPTION

**General.** Hampden includes 37.5 square miles of land area which approximately 90% is forested, 5% is open, and 5% is developed. Hampden is located in the southeast corner of Penobscot County. Bangor and Hermon border on the north, and Newburgh on the west. The south boundary is the Penobscot/Waldo County Line with the bordering Town of Winterport, and the east boundary is the Penobscot River with the bordering Towns of Brewer and Orrington.

**Surficial Geology.** There are five major groups of surficial geologic types within the Town of Hampden. These groups are eskers, swamps, glacial till, glaciomarine deposits, and thin drift.

Eskers are defined as: *gravel and sand stratified glacial deposits of the Wisconsin Ice Sheet.* Portions of many eskers which are below the glaciomarine limit are partially or entirely buried by glaciomarine deposits. There are two areas of eskers within the Town. One esker complex traverses the Town from Hermon Pond to the south boundary of the Town. The second esker complex is in the northeast corner of the Town in the proximity of the Penobscot River.

Swamps are defined as: *an accumulation of*

*sediments and organic materials in depressions and other poorly drained areas.* Swamps are scattered throughout the town, although no large swamps are located within the urban area.

Glacial Till is defined as: *heterogenous mixture of sand, silt, clay and stones.* Tills may include boulders. Generally tills are massive in area, but may contain bed and lenses of variably washed and stratified sediments. Tills were deposited directly by glacial ice sheets. Glacial till is relatively wide spread within the Town.

Glaciomarine deposits are defined as: *sediments composed of silt, clay, and minor amounts of gravel that washed out of the late Wisconsin glacial ice and accumulated on floors of glacial lakes.* Glaciomarine deposits encompass a large area within the Town.

Thin drift is defined as: *areas of bedrock out crops and/or thin surficial deposits less than three meters thick.* There are only a few areas which are described as thin drift within the Town.

Hampden is not on the State of Maine's listing of special interest sites regarding surficial geologic areas. The surficial geologic information above was obtained from the State of Maine's Department of Conservation surficial geologic map, dated 1985.

**Soils.** There are two major soil groups within the Town; Bangor-Dixmont-Thorndike, and Scantic-Histosols-Buxton.

Bangor-Dixmont-Thorndike areas are dominated by loamy soils on glaciated uplands, derived from lime seamed shales and slates, and are spodosols. Bangor soils are good for forestry and agricultural uses, and the Dixmont soils fair for agriculture and forestry due to a seasonal high water table which is present in the fall and spring. Thorndike soils are generally poor for agriculture uses and poor to fair for forestry uses. The Burnham and Monarda soils which may appear within this soil group are poor to very poor for agriculture and forestry uses.

Scantic-Histosols-Buxton areas are dominated by

bedrock, loamy soils on glaciated till-silty-clayey soils on marine and lacustrine sediments. The Scantic-Buxton soils were formed in fine marine sediments, whereas the Histosols formed in organic material. Scantic soils are poor for agriculture and poor to fair for forestry uses. The Buxton soils are fair to good for agriculture and forest uses. Histosols are poor for both agriculture and forestry. The Biddeford soils within this group are poor for agriculture and forest uses. The Stetson soil is no longer used by the Soil Conservation Service within Maine. Generally, this soil is classed as a Buxton soil. Information on soils was obtained from the Soil Conservation Service and soil maps.

**Soils Policies.** It should be noted that twelve percent (12%) of rural area soils are rated "good" for agriculture, forestry and development. This potential conflict must be addressed through long range use policy decisions and land use regulation; otherwise, the highest economic use of the moment will determine land use patterns and change.

Presently, Hampden does not direct development away from valuable agricultural soils. Soil suitability is usually limited to sites meeting minimum on-site waste disposal standards. Given numerous bad experiences with public streets being built in poor soils, additional design requirements have been added in the last few years to include under draining and the use of geotextiles.

The Town of Hampden should preserve agricultural soils by directing development to the urban service areas as defined in the land use section of the plan. In addition, open space preservation efforts should include conservation easements and other means to protect valuable farmland and agricultural soils.

Soil percentages were calculated from the Town's digitized soil map. The Bangor soils (Ba,Bm,Bn), Buxton (Bu,Bx,Sv,Su), and Thorndike (Th,Tk) comprise 61.01 % of the soils in the rural area.

*Natural Resources Table 1. Soil Distribution for Hampden Rural Area*

Soil Symbol	% of soil in rural area	Soil Symbol	% of soil in rural area
Ba	5.95	Pf	1.23
Bm	5.74	Pg	1.40
Bn	8.60	Rm	4.03
BoA	5.98	ScB	6.22
Bu	5.69	Se	1.83
Bx	2.44	Sf	1.38
Cc	.48	Su	15.0
Cn	.51	Sv	3.44
Dx	2.64	Th	2.81
Dy	6.1	Tk	11.34
Mr	3.22	Misc.	3.97
Source: Soil Conservation Service			

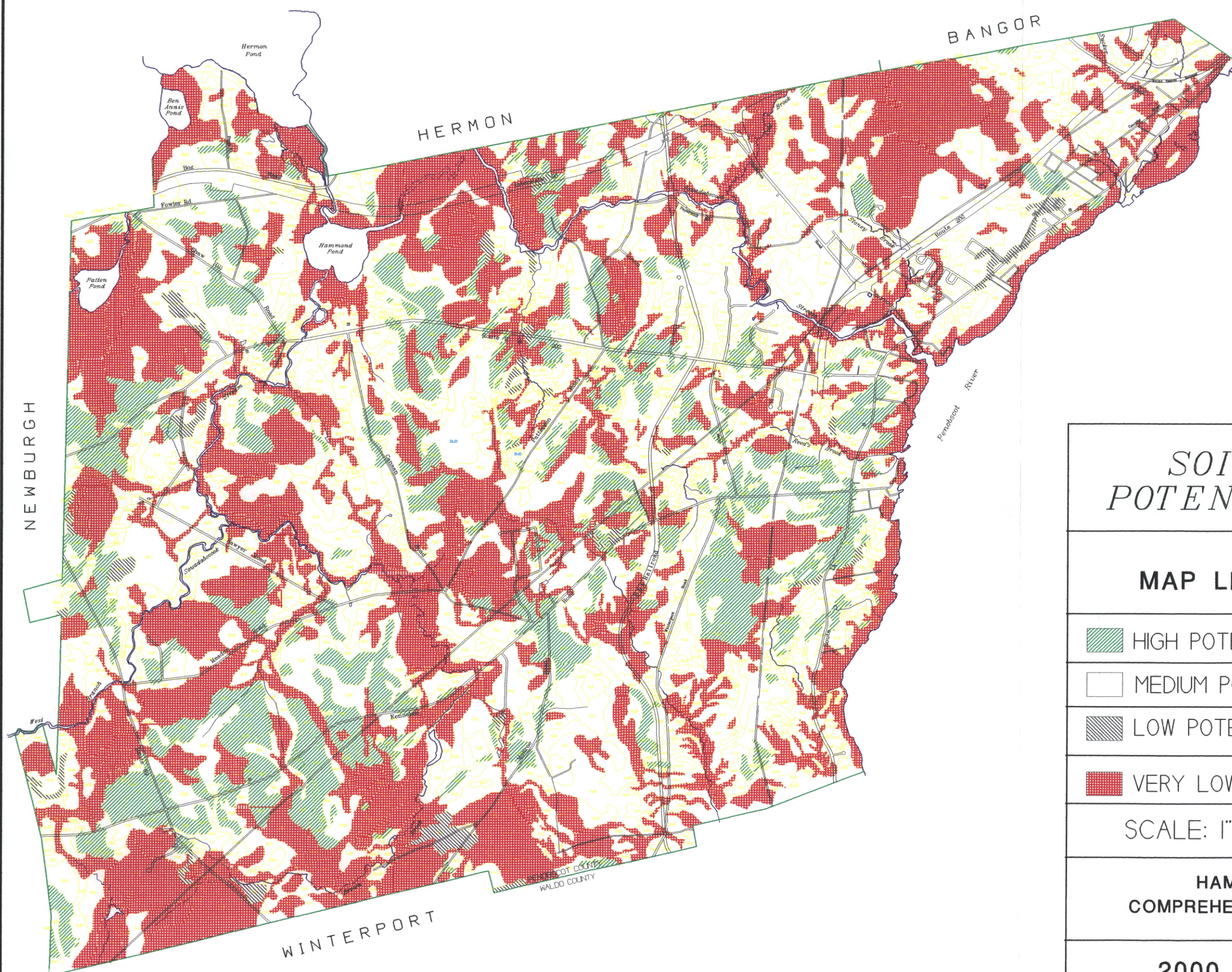
The Colton soils (Cc,Cn) are small percentages of the soils within the Town, but are important sources of gravel and sand.

## GRAVEL EXCAVATION

Deposits of sand and gravel are a significant resource in Hampden. The availability of such resources helps maintain lower construction costs by limiting transportation distances. Hampden should maintain its earth moving thresholds (1,000 cubic yards) even though the State has reduced its threshold for requiring permits. Additional work should be done in the area of maintaining a reasonable bond to ensure reclamation and an annual inspection to insure compliance with imposed operational standards. Some guidelines should address visual impacts in scenic areas.





Hampden's regulatory history with gravel pits has been marginal. While the ordinance directs new and existing pits to obtain site plan approval; existing operations have failed to comply. New operations approved receive little or no follow-up,





# SOILS POTENTIAL

## MAP LEGEND

-  HIGH POTENTIAL
-  MEDIUM POTENTIAL
-  LOW POTENTIAL
-  VERY LOW POTENTIAL

SCALE: 1" = 4000'

HAMPDEN  
COMPREHENSIVE PLAN

2000

10



so compliance and/or reclamation rarely occurs.

### **SHORELAND AREAS**

Hampden's shore land areas are made up of several ponds, brooks, streams, wetlands, and the Penobscot River. It is the Town's goal to protect the water quality of these resources for the benefit of the citizens of Hampden, and the various plant and animal communities which rely on them.

Historically, Hampden has provided protection of water bodies through the use of the State's shoreland zoning provisions. In part, through some misunderstanding of how the performance standards work, the Resource Protection District was used as the primary regulation and not as a subset of the provisions provided by shoreland zoning. The second major drawback to providing a quality protection plan for shoreland areas is the high cost of developing accurate resource base maps. Such an analysis would include topographical mapping; soils and wetland mapping; flooding information, where it is presently not available; and waterfowl and wildlife evaluations.

The Town should reassess the shore land protection measures, and rely more on the performance standards provided and less on the use restrictions of the Resource Protection District.

**Ponds.** The ponds are in the northwest corner of the Town, with Hermon and Ben Annis Ponds on Town boundaries and Patten and Hammond Ponds just south of Interstate 95. Water quality is evaluated on that water bodies' vulnerability to phosphorous levels. The water quality ratings are: Outstanding, Good, Moderate/Stable, Moderate/Sensitive, and Poor/Restorable. The rating is derived from such variables as flushing and growth and development rates. The basis of measurement and ratings is on clarity of the water, algae levels, and phosphorus concentrations. The number in parenthesis represents the Dept. of Environmental Protection's phosphorous coefficient. The coefficient is an indicator of the lake's capacity to accept phosphorous based on the

watershed's acreage. The coefficient can be used as a planning guide for allocating or guiding development in a given watershed. Based on the Town's portion of the watershed that number represents the additional phosphorus which would produce a 1 part per billion (ppb) increase in the lake's phosphorus concentration. Hampden's major watersheds are shown on map 11.

Hermon Pond is the largest and most developed pond in this area. There are 43 residential structures along Hampden's shoreline alone. While the "Seasonal Zoning District" allows only seasonal dwellings it is unknown what percentage of the dwellings are used only seasonally. Many, if not most are year-round residences. Hermon Pond's shore frontage and watershed is shared by Hermon and Hampden. Its rating is poor, but restorable, is even more indicative of its development pattern, than just its water quality. Most all the lots and dwellings along the shore are nonconforming. Due to the lack of a clear definition of "seasonal", conversions from seasonal to year round dwellings has gone unchecked. Within Hampden's boundaries; gravel excavations, as well as nonconforming industrial/commercial operations, are a threat to the existing water quality. Hermon Pond is limited in its protection due to the preexisting development at the time of shoreland zoning mandates.

Hermon Pond has: an approximate shore frontage of 6455 feet, an approximate acreage of 442 acres, a water quality rating of poor/restorable (.33 lbs/ppb/yr), and a watershed of 59 acres in Hampden or .01% of the total watershed.

Hammond Pond has the best rating of all Hampden's ponds. Surprisingly so, due to the intake of water from Hermon Pond and the West Branch of the Souadabscook which travels through extensive agricultural land. The reason behind Hammond Pond's high rating is that the flow of water into the pond from both the West Branch and Hermon Pond effectively "flush" out phosphorus pollutants. Hammond Pond is fortunate to have very limited shorefront development and is tied to extensive wetland

areas. Hammond Pond is quite well protected via Resource Protection Districts.

<i>Natural Resources Table 2. Ponds by Selected Size and Water Quality Factors.</i>			
Shore Frontage Feet	Surface Area Acres	Water Quality lbs/ppb/yr	Total Watershed Acres
Hermon Pond (Rated poor/restorable)			
6,455	442	.33	59
Hammond Pond (Rated moderate/stable)			
8,060	96	50.38	
Patten Pond (Rated fair with summer algae bloom)			
5,980	46	3.57	627
Ben Annis Pond (Rated moderate/sensitive)			
1,468	37	3.52	575
Source:			

Hammond Pond has: an approximate shore frontage of 8060 feet, an approximate acreage of 96 acres, and a water quality rating of moderate/stable (50.38 lbs/ppb/yr).

Neither Ben Annis or Patten Pond have development immediately on the shoreline due to access limitations and surrounding wetlands. Hampden presently restricts development on these shores via Resource Protection Districts. Ben Annis and Patten Pond have no water quality data and therefor receive a default rating of Moderate/Sensitive

Patten Pond has: an approximate shore frontage of 5,980 feet, an approximate acreage of 46 acres, a water quality rating of moderate/sensitive (3.57 lbs/ppb/yr), and a watershed area of 627 acres in Hampden or 13.3% of the total watershed. Patten Pond's rating is fair, but subject to algae blooms in the summer months.

Ben Annis Pond has: an approximate shore

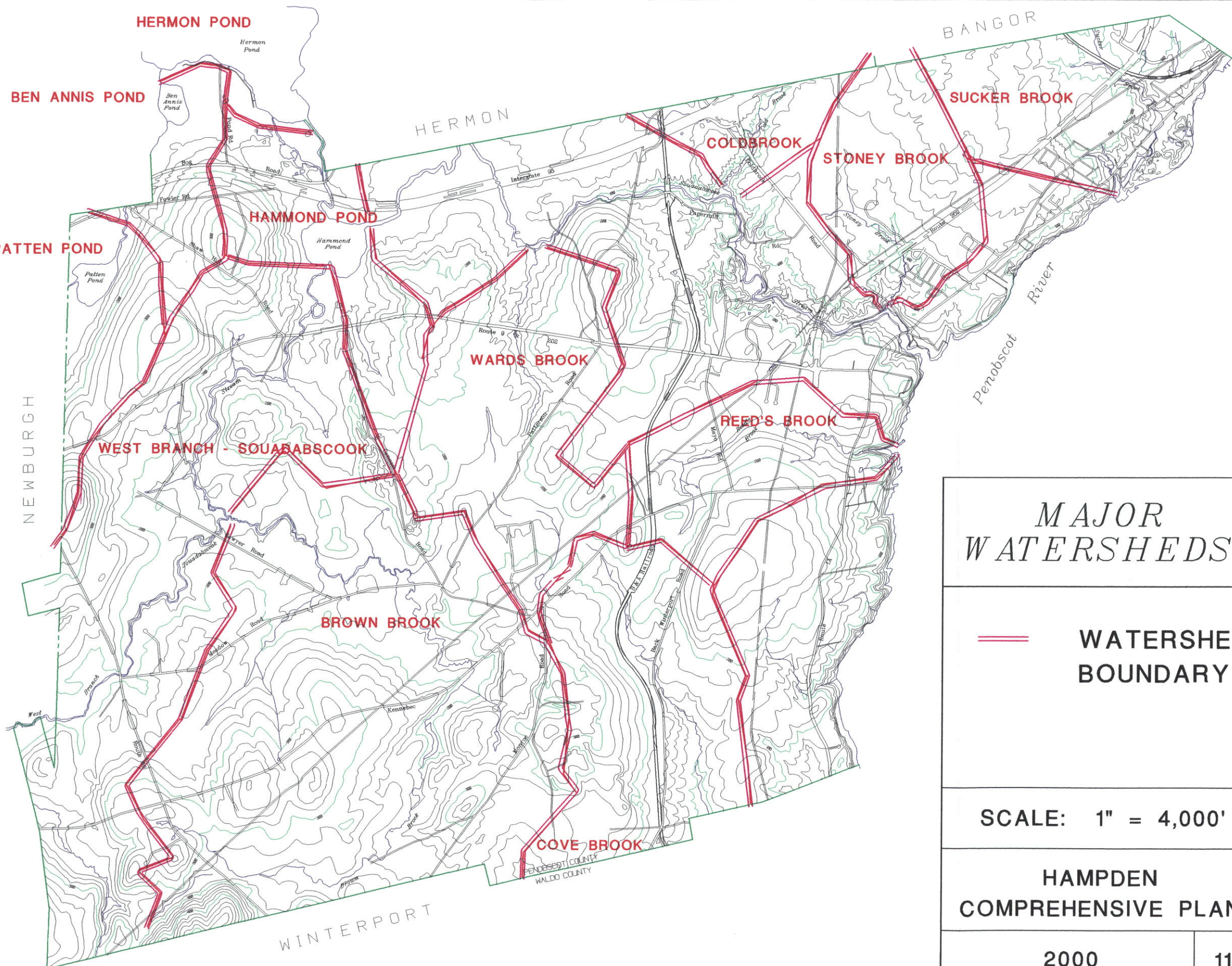
frontage of 1,468 feet, an approximate acreage of 37 acres, a water quality rating of moderate/sensitive (3.52 lbs/ppb/yr), and a watershed area of 575 acres in Hampden or 74% of the total watershed.

**Water Quality Ratings and Watershed Planning.** The water quality ratings developed by the Department of Environmental Protection were designed to be used in watershed planning to control the cumulative impact of runoff (Phosphorus) into waterbodies. While lakeside development has an impact on water quality, activities throughout the watershed ultimately impact water quality. The watershed boundaries extend beyond the shoreland zone and often extend beyond town boundaries. In 1992, the State Subdivision Law added criteria to require Planning Boards review the long term, cumulative impact of phosphorus on lake water quality.

The system developed to manage phosphorus loading was designed with the assistance of the DEP an requires modeling of the watershed. Water quality protection levels are set and new development must fall within its allotted allocation or provide mitigation measures. By far the best solution is limiting development. All the mitigation measures have the potential to fail or be compromised over time.

Historically, the primary means of protecting lake water quality has been through phosphorus control planning. In this methodology, the lake watershed is modeled and anticipated development is calculated based on that development. The development has a specified phosphorous impact on the waterbody and therefor mitigation measures can be applied as development occurs. This scheme offers an equitable means of sharing the mitigation burden over multiple owners. The system's drawbacks are in creation of the model and setting development forecasts which may be unrealistic. The second drawback is in the implementation and enforcement of the mitigation techniques. While the subdivision review process is well controlled by the Staff, professional consultants, and Planning Board the subsequent development on a lot by lot basis can stray from







the well intended buffers and erosion control measures. Hampden's experience with the Ellingwood Heights subdivision, which set aside numerous areas as buffers, illustrates the potential problems with certain strategies. Several lots have disturbed the buffer in the construction process. Further, poorly thought out buffer areas initially limited access to some lots totally. Should undisturbed buffers areas be used as a phosphorus control measure they should not be portions of lots, but separate parcels.

**Recommended Policies.** Hampden's water quality protection level for Hermon Pond is driven by two factors; 1) only .1% of the direct watershed is in Hampden and 2) the greater portion of the Hermon Pond shorefront is already developed. That does not mean there is not an interest to improve the water quality at Hermon Pond, but an understanding that such improvement needs to come from the individual lot owners and not through the routine development review process. Those lot owners also have the greatest interest in seeing the water quality improve, as it is their recreational amenity. The Town's role should be diligent in resolving the current glitch in the Seasonal District and enforcing strict Shoreland Guidelines, especially erosion control in development activity at Hermon Pond.

A coordinated effort with Hermon and its waterfront residents to develop voluntary water quality improvements through the use of Best Management Practices (BMP's) would be a good first step. The creation of a lake association is one methodology to accomplish that .

For the remaining ponds in Hampden, any development in excess of thirty (30) acres should be reviewed for phosphorus loading and potential mitigation measures. While Hammond Pond has a high flushing rate its recommended that it utilize the same methodology for consistency.

The majority of Hampden's ponds are protected by resource protection zoning, and are largely undevelopable.

The Town's development policy for Hermon Pond

should be to encourage seasonal and year round dwellings which provide the necessary infrastructure to protect and improve the existing water quality. The Seasonal District should be defined to direct such improvements to occur. The Town should actively seek to relocate nonconforming industrial/commercial uses in this fragile area. The Town's land use policy for the other ponds should be to discourage development, except for water access for limited recreational and sporting uses.

As noted in the Land Use Regulation section of the plan the inclusion of specific erosion and sedimentation standards in the Zoning and Subdivision Ordinances should be undertaken as well as the recommendation of using Best Management Practices (BMP's) for activities in the identified watersheds.

**The Penobscot River.** The Penobscot River is a major resource to the Town of Hampden, as well as the State of Maine. The Penobscot River is tidal where it passes through the Town. The river has a drainage area of 8,592 square miles, the State's largest. There are approximately 8 miles of Penobscot River frontage in Hampden. The Penobscot River serves a multitude of users which often times can be conflicting and/or competing.

The State Water Classification Program rates the main stem of the Penobscot River as a class "C" and "SC" waterway. These ratings offer the least water quality protection and allow greater levels of pollutants to discharge into the river. This program also defines waters south of Reed's Brook as marine (hence a "SC" rating) and waters above Reeds Brook as freshwater. Contrary to that rating, the Penobscot Bay Conservation Plan by the State Planning Office in 1987, rated wildlife concentration areas, through the same stretch, as regional and local significance. The plan further recommended no expansions of oil storage and transport facilities, or additional tanker traffic on the Penobscot; due to the significance of the bay for marine wildlife.

Hampden devotes only a small portion of its river frontage to industrial uses, and is very protective

of the river's water quality. The majority of the river frontage in Hampden is planned for low density residential use. East Hampden river frontage is used for heavy, commercial activities which include shipping on the Penobscot. The Hampden Marina offers public access to the river, as well as related marina services. The Town's Waterfront Development Plan (1990) should continue as the overall redevelopment scheme for the Turtle Head area. The present Zoning Ordinance provides extensive Resource Protection Districts along the Penobscot. However, the regional development policies and state water classification scheme seem to be contrary to Hampden's plan for low density residential development. Hampden's residents along the Penobscot have expressed concerns about air and water pollution, along with glare and odor problems from industrial uses across the Penobscot.

**Streams & Brooks.** Small streams and brooks, named and unnamed, provide numerous beneficial functions. Presently, only a small portion of these drainageways are provided local protection or consideration. Those which meet the requirements of the Shoreland Zoning provisions, or otherwise valued by the Town (Reeds Brook) are afforded some level of protection. Those presently covered are: Souadabscook Stream, West Branch of the Souadabscook Stream, Brown Brook, Patten Stream, Reed's Brook and Shaw or Coldbrook. Named brooks not receiving local protection are: Stoney Brook and Sucker Brook and their tributaries. There are many other brooks and streams that are unnamed tributaries and are not covered under local policies.

The Souadabscook Stream passes through the Town from the southwest corner to the northeast corner; flowing through Hammond Pond. The Souadabscook is the ninth largest tributary on the Penobscot and has a total drainage area of 152.2 square miles. Sucker Brook, a small tributary, has a drainage area of 3.4 square miles. The total length of streams which appear on the Town's digitized map is 159,989 feet or 30.3 miles. Data for shore frontage, river frontage, and stream lengths were derived from the Town's digitized

maps.

The State of Maine provides a certain degree of protection to streams and brooks which have a mineralized or unvegetated channel. The State's regulatory review is under the Natural Resources Protection Act (NRPA).

Shoreland Zoning defines stream as:

*"a free flowing body of water from the outlet of a great pond or the confluence of two (2) perennial streams as depicted by a solid blue line on the most recent USGS 7.5 minute series topographic map, or if not available, a 15 minute series topographic map, to the point where the body of water becomes a river or flows to another water body or wetland within the shoreland area."*

The reliance on USGS mapping as a definition of stream is a poor one. A brief review of the USGS's maps shows a good deal of inconsistency among Hampden streams.

Stream or brook as defined by the DEP Natural Resources Protection Act is better:

*"(A river stream or brook means) a channel between defined banks. A channel is created by the action of surface water and has 2 or more of the following characteristics*

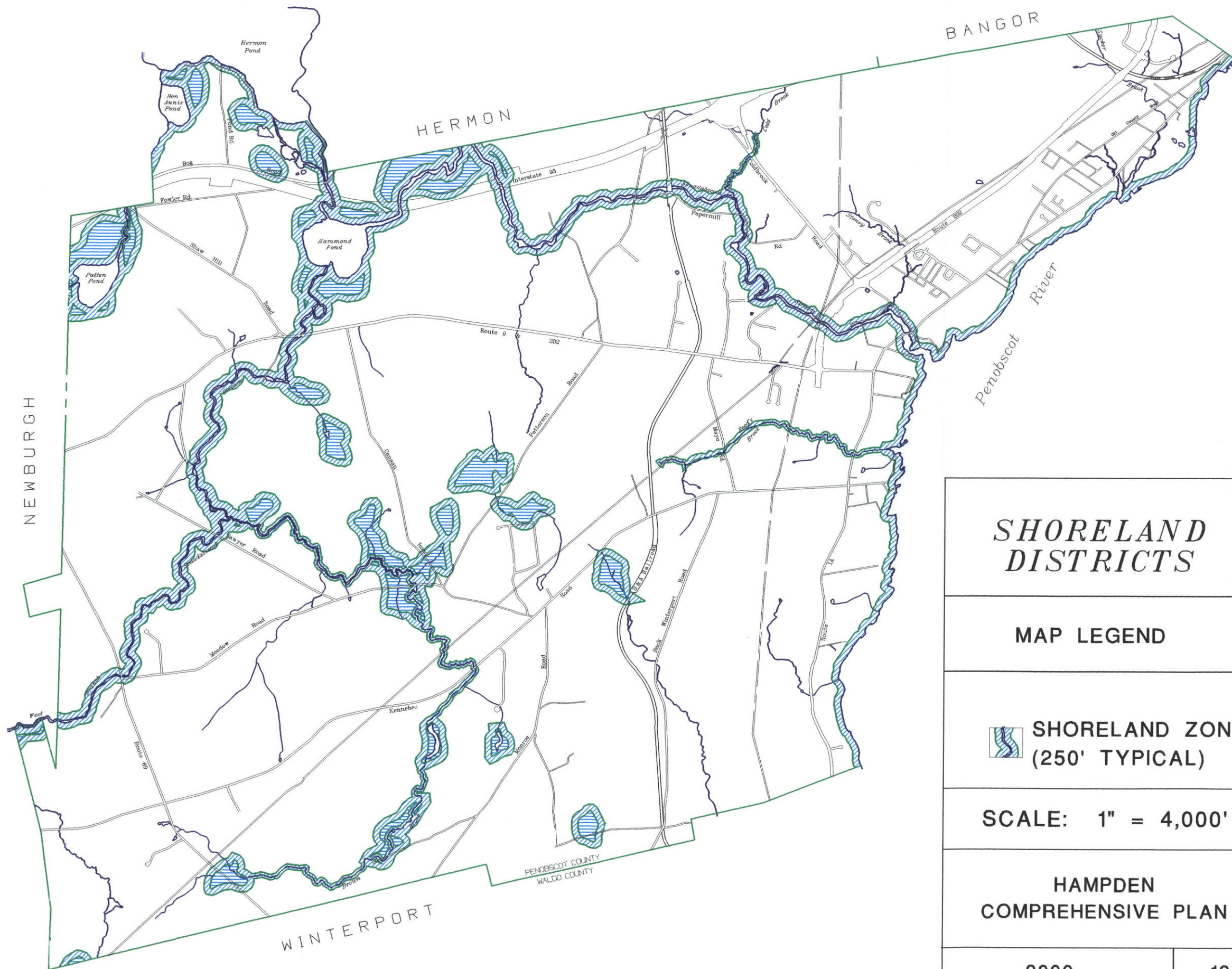
*It is depicted as a solid or broken blue line on the most recent edition of the U.S. Geological Survey 7.5 minute series topographic map or, if that is not available, a 15 minute series topographic map.*

*It contains or is known to contain flowing water continuously for a period of at least 3 months of the year in most years.*

*The channel bed is primarily composed of mineral material such as sand and gravel, parent material or bedrock that has been deposited or scoured by water.*

*The channel contains aquatic animals such as*





# SHORELAND DISTRICTS

## MAP LEGEND

 SHORELAND ZONE  
(250' TYPICAL)

SCALE: 1" = 4,000'

HAMPDEN  
COMPREHENSIVE PLAN

2000

12

*fish, aquatic insects or mollusks in the water or, if no surface water is present, within the stream bed.*

*The channel contains aquatic vegetation and is essentially devoid of upland vegetation."*

That definition does exclude ditches, storm water drainage systems and vegetated swales.

**Streams Values.** Streams and brooks possess a number of values including: wildlife, fisheries, plant species, stormwater drainage, scenic value, transportation, recreation, and water supply. Most streams and brooks have, to a varying degree, some or all of these values.

Presently, the Town's regulatory protection does not expressly extend to drainage channels which are not covered under existing shore land protection guidelines. As an example: no policy exists for building setbacks or vegetation clearing, crossings, or relocation of such waterways for Stoney or Sucker Brook. It is recommended that the Town adopt a policy with a minimum 25 foot development buffer around such brooks, and proposals to encroach that buffer need to demonstrate that there is no significant loss of the stream values which can be attributed to that stream. Where a stream's only value was storm water passage; piping or diversion would be an acceptable option.

**Stream Policy.** For streams and brooks which are not covered by the provisions of the Town's Shoreland regulations a minimum of a 25 foot undisturbed vegetated buffer should be preserved. Developments which seek to lessen that buffer should demonstrate that there is no significant loss in the stream's values which were present prior to the development activity.

**Freshwater Wetlands.** Freshwater wetlands are defined as those areas commonly referred to as "swamps, bogs, marshes, or heaths, inundated or saturated by surface or ground water at a frequency and for a duration sufficient to support, and which under normal circumstances do support, a prevalence of wetland vegetation

typically adapted for life in saturated soils."

Wetlands are transition zones between terrestrial and aquatic ecosystems where the water table is at or near the surface, or the land is covered by shallow water. The wetland definition used by the Federal Government and the State of Maine is "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands usually include swamps, marshes, bogs, and similar areas."

Implicit in this definition are three parameters which characterize most wetlands. First, the land supports a plant community dominated by hydrophytes (water loving plants). Hydrophytes include obligate wetland species, such as cattails, as well as plants which are equally adaptable to wet or dry soils, such as red maple. Second, undrained hydric (wetland) soils are present. Hydric soils have colors or textures which indicate prolonged saturation during the growing season. Third, the soil is generally saturated at or near the surface for two weeks or more during the growing season.

**Wetland Inventories.** Wetlands in Hampden have been inventoried and mapped, based on the medium intensity soil survey conducted by the USDA/SCS; by inventories conducted by the Maine Geological Survey {1984}; and most recently, by Timson & Peters, Environmental Consultants for portions of the anticipated growth area. These various inventories are by no means complete and additional ground surveys will expand the number and sizes of wetlands as defined by the state and federal governments.

The 1984 inventory by the Maine Geological Survey (MGS) identified 27 wetlands of 10 acres or more in, or partially within, the boundaries of Hampden. Those 27 wetlands range from over 100 acres in size to approximately 10 acres in size. In total, about 700 acres are mapped; however, it should be noted that much more extensive areas will meet other state and federal wetland

definitions. The 1984 inventory is important, and is used by the State for the purposes of Shoreland Zoning. The Maine Department of Inland Fisheries and Wildlife (MIFW) evaluates those wetlands as to waterfowl habitat. That rating is then used in determining the level of protection the wetland receives. Recently, the Department of Environmental Protection has recommended the use of existing National Wetland Inventory (NWI) maps for the purpose of wetland evaluation for the purpose of Shoreland Zoning. It is noted here that while it is understood that the 1984 wetland inventory is an inaccurate mapping of wetlands, that is the only official wetland listing provided to the Town by the State.

The MGS inventory does not include any wetlands within the urbanized portion of Hampden; however, through recent investigations with specific projects, it is clear there are considerably more wetland areas within Hampden. To most economically identify those areas, the Town retained Timson and Peters to review color, infrared, aerial photography flown in the spring of 1993. The additional information will aid in delineating the future land use patterns for the Town.

Wetlands are important because of their impacts on water quality, drainage, aquifer recharge, wildlife habitat, and recreation. Further, wetlands and other water saturated soils may be unsuitable for development, or require extensive and costly engineering methods to overcome such limitations.

**Wetland Functions and Values.** Wetlands provide many important economic and ecological benefits. These benefits usually fall into three broad, but closely interrelated categories: biological productivity, water resources, and cultural values.

Biological benefits include fish and wildlife habitat, or nutrient export which supports productive and diverse food webs. Tidal and freshwater marshes, which are interspersed with open water, are examples of highly productive wetland ecosystems and are essential to many fish

and wildlife species; including waterfowl. The tidal marshes are prime examples of high productivity wetlands. Other wetland types, such as: shrub swamps and forested wetlands, provide habitat for fewer water-dependent species, but probably support a greater diversity of songbirds than any other wetland type. Although wetlands only comprise about 5% of the nation's lands, they provide critical habitat for almost 35% of all rare and endangered animal species (the Conservation Foundation, 1988).

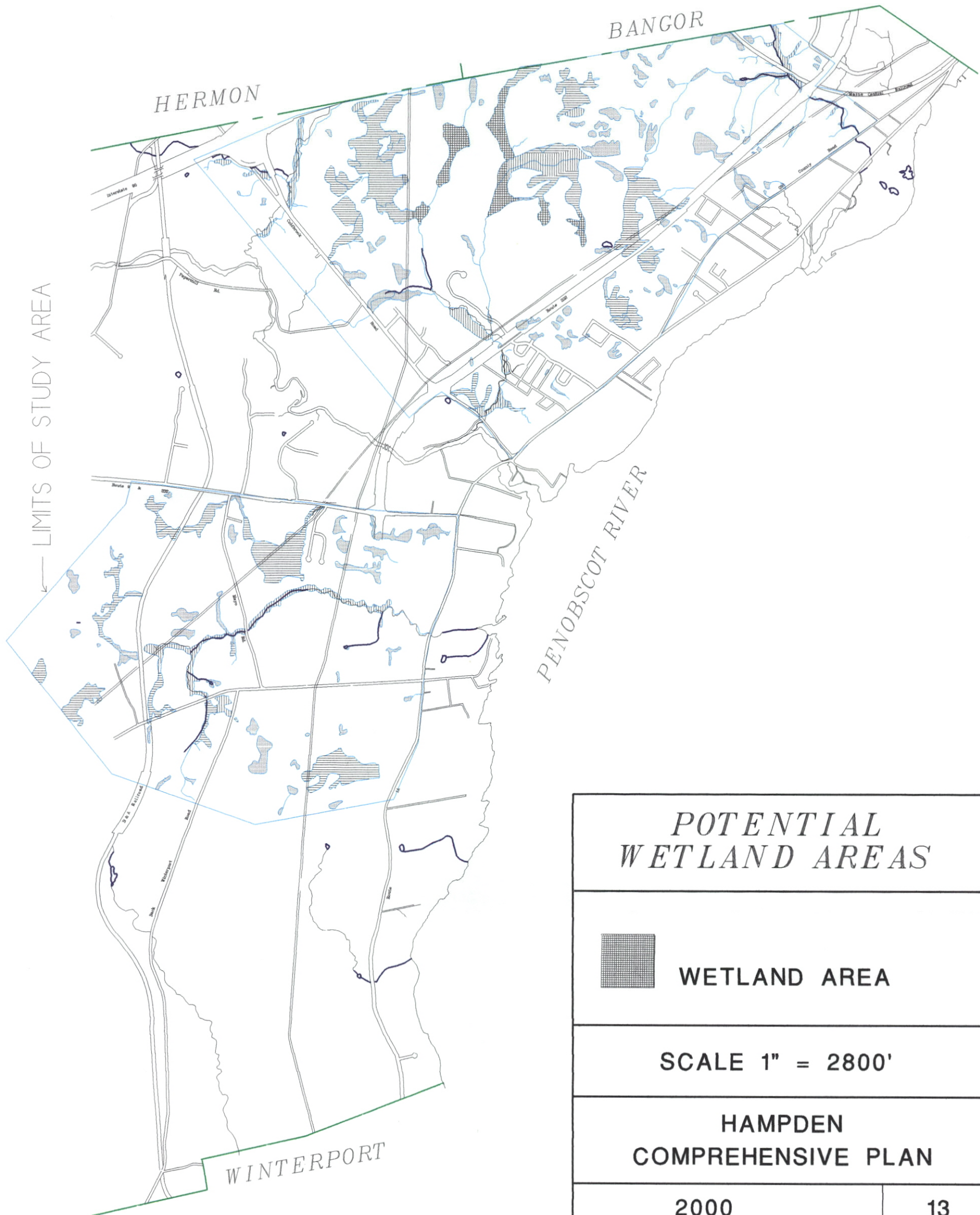
Water resource values include groundwater discharge, stream flow maintenance, and shoreline protection.

Wetland-groundwater interactions are highly complex and variable, and are influenced by many factors including: soils, underlying geology, topography, and landscape position. In general, wetlands are located in areas of groundwater discharge; although, wetlands located on coarse, sandy soils may be important recharge areas. Discharging groundwater helps sustain downstream aquatic ecosystems.

Wetlands help control flooding in two ways. Headwater wetlands act as storage basins which release water slowly to feeder streams; thus helping maintain even stream flows and temperatures. During storm events, wetlands help spread the peak flow volume over a longer period of time. This function is known as crest desynchronization. Large flood plain wetlands, lower in the watershed, also help prevent flooding by storing water as rivers spill over their banks. Dense vegetation within flood plain wetlands also tend to impede water movement, thereby increasing effective storage capacity.

Wetlands have been shown to be important in maintaining water quality. Nutrients and chemical contaminants in surface water and discharging groundwater may be taken up by wetland plants, or settle out and become bound in wetland sediments. Sediments carried by surface water may settle in wetlands as stream flow slows, or be filtered by dense vegetation. By reducing flood flow velocity; wetlands help prevent downstream





erosion. Wetlands also help prevent erosion along rivers, lakes, and estuaries by reducing the force of waves and storm tides before reaching upland areas. Humans directly use and receive many cultural and economic benefits from wetlands. Recreational uses such as: nature study, hunting, fishing, and boating are widely recognized. Wetlands also provide open space and aesthetic values. Marshes offer open vistas; while forested wetlands present the visitor with a rich mosaic of trees, shrubs, ferns, and delicate wildflowers. Wetlands often provide open space buffers between developed areas in what otherwise might have become a continuously built-up corridor.

**Wetland Regulation.** Wetlands are regulated at all levels; Federal, State, and local. The State of Maine developed its present system for wetland permitting in 1995. The system uses a three tiered hierarchy based on a number of factors; including the presence of endangered or threatened species and significant wildlife habitat, proximity to great ponds, coastal wetlands and streams or open water, as well as the plant community.

Federal regulations covering discharge of fill in wetlands have been adopted under Section 404 of the Clean Water Act. The latest federal delineation method (Federal Interagency Committee, 1989) was suspended in 1990. That methodology required a comprehensive examination of a site's vegetation, soils, and hydrology, and when properly applied, results in a wetland boundary which includes much of what might traditionally be described as the wetland-upland transition zone. With the possible exception of some truly isolated wetlands, all coastal and freshwater wetlands fall under federal jurisdiction.

The State of Maine Natural Resources Protection Act (NRPA) developed a revised wetland permitting system in 1995 which is coordinated with the Army Corps of Engineers. The revised permitting system allows applicants to file one application which is forwarded to the Corps by the DEP. While previously the DEP regulated 10 acre wetlands the new guidelines include all size wetlands.

The system creates two distinct categories of wetlands those of "special significance" and those without.

*To be a wetland of special significance it must contain one of the following elements:*

*within 250 feet of a coastal wetland*

*within 250 feet of the normal high waterline or within the same watershed as a lake or pond classified as GPA*

*freshwater wetlands containing 20,000 of aquatic or emergent marsh vegetation or open water*

*freshwater wetlands within the 100 year flood plain*

*freshwater wetlands containing significant wildlife habitat*

*freshwater wetlands containing peat lands*

*freshwater wetlands within 25 feet of a river, stream or brook.*

Wetlands which are not determined to be of significance are subject to a multi-tiered review process.

*No Permit - Disturbance of less than 1/10th of an acre (4,356 square feet) of a wetland .*

*Tier I review - Disturbance of more than 1/10 of an acre to 15,000 square feet..*

*Tier II review - Disturbance of 15,000 square feet to 1 acre (43,560 square feet) .*

*Tier III review - Disturbance of greater than an acre or disturbance of a wetland of special significance..*

Tier I and II must meet the following guidelines: Alteration of freshwater wetlands must be avoided to the extent feasible considering cost, existing technology and logistics based on the overall



purpose of the project. The area of the freshwater wetland to be altered must be limited to the minimum amount necessary to complete the project. Erosion control measures must be used to prevent sedimentation of protected natural resources. A 25 foot buffer strip must be maintained between the activity and any river stream or brook. The project must meet the applicable water quality standards.

On a local level, Hampden's land use ordinances regulate wetland alteration through State mandated Shoreland Zoning and provisions in the Subdivision Ordinance.

With the changes in the State's approach and coordination with the Army Corps a good deal of the confusion surrounding wetland permitting has been eliminated. Permits to fill wetlands are routinely issued through the permit process and some degree of certainty can be achieved as to the outcome of a specific request. The Mandatory Shoreland Zoning provisions only protect large (10 acre) non-forested wetlands. In many areas of Hampden additional large wetland areas forested and non forested are included in the Shoreland Zones Resource Protection District.

While the impact of federal and state wetland regulations on the development of an individual tract of land cannot be determined until both a site-specific wetland map and development plan are available, it is possible to estimate their impact on town growth. Areas of extensive wetlands will generally be unavailable for growth unless current federal and state laws are radically altered. Where uplands and wetlands are interspersed, the uplands will generally be available for development assuming that wetland impacts from an individual project are relatively minor (less than one acre) and largely confined to road crossings for access of upland areas.

Wetland regulation, like land use regulation, should be based on some rational policy. Historically, the Town found itself in the position of regulating wetland impacts without a clear understanding of why. Wetland policy is proposed in the following section.

## **WETLAND POLICY**

**Avoidance.** It is the policy of the Town of Hampden, whenever and wherever possible, that impacts to freshwater wetlands be avoided. However, it is further understood that to achieve the goals and objectives of the Town of Hampden; (i.e., to provide for a variety of housing types, to provide for industry and commercial development, to facilitate safe access and egress, to provide recreational facilities, trail systems, access to waterways, and other highly desirable objectives) impacts to wetlands will occur.

**Limitation of Impact.** Wetland impacts should be limited to only those areas absolutely necessary to achieve those objectives. Further, it should be the burden of the applicant to demonstrate that there will be no adverse impact on the remaining wetlands, in terms of their functional value.

**Preservation of Wetland Areas.** It shall be the policy of the Town that the best protection from loss, degradation, and future impacts shall be the perpetual preservation of wetland areas through deed restrictions, conservation easements, or other means.

**Mitigation Strategies.** Whereas the Town has a finite amount of buildable, upland area; it is not in the interest of the Town to create additional wetland areas as a means of mitigation (no net loss). However, where other regulatory agencies find such a scheme advantageous, the Town will cooperate to achieve the best interests of the Town.

**Balanced Objectives.** While the #1 objective shall be avoidance, the Town's overall approach should be one of balanced objectives. If one element dominates the evaluation of potential development options, secondary issues may be compromised. Safe access and egress, overall land use policy, and other factors should weigh equally in the equation with wetland impacts.

**Protection Priorities.** Whereby all wetlands do not have the same functional values, the Town shall provide greater protection to those high value

wetlands than lower value, smaller wetlands.

**Highest Priority** - Open water, emergent vegetation (non-forested wetlands) of greater than 10 acres. These wetlands include those identified in the Shore land Zoning sections of the Zoning Ordinance.

**High Priority** - Wetlands associated with water bodies, ponds, rivers, streams, and brooks.

**Moderate Priority** - Forested wetlands, shrub-scrub wetlands, and wet meadows of greater than 5 acres.

**Low Priority** - Wetlands of less than 1 acre in size which are not hydrologically connected to a water body.

**Site Selection Priorities.** Whereby each development site is different, the Town shall provide site selection guidance as they relate to impacting wetlands.

**Access** - Filling wetlands to accommodate access to substantial upland areas shall be allowed, provided the overall objectives of this policy and the comprehensive plan are met.

**Buildable Site** - Lots to be approved, under the provisions of the Subdivision Ordinance, shall be demonstrated buildable without impacts to moderate or higher priority wetlands.

**Suitable Development Site** - Filling wetlands, to accommodate principle uses (building sites) and accessory uses (parking, etc.) on existing lots, shall meet a no practical alternative test. That is, in order to develop the site, there is no practical alternative to avoid or lessen impacts from the proposed development.

**Utility Service** - Development of public and private utility services (sewer, water, electrical, etc.) in wetlands shall be allowed, provided no reasonable alternative exists to provide the same level of service.

**Public Improvements** - Where public improve-

ments shall be constructed within wetland areas, it shall be the burden of the applicant to demonstrate that the proposed construction methods are sufficient to overcome any limitations due to poor soil and groundwater conditions. Further, the applicant shall demonstrate that normal maintenance activities shall not degrade the wetlands.

**Flood Hazard Areas.** The Town of Hampden participates in the National Flood Insurance Program. That federal program is a partnership between the federal government and the Town. In return for coverage in the National Flood Insurance Program, the Town agrees to regulate and enforce specific development activities in the flood plain areas. The 1987 Flood Insurance Study for the Town of Hampden evaluated the Penobscot River, the Souadabscook Stream, several ponds and tributaries for their flood potential. A set of maps were developed identifying the areas subject to flooding at 100 year and 500 year flood levels. In addition to the mapped flood prone areas, there is a detailed hydrological analysis of the Town's waterways. A 100 year flood is based on the 1% chance of a flood of that magnitude will occur each year. The Town's Flood Damage Prevention Ordinance regulates construction and earthmoving activities within the flood plain.

Flood hazard areas, mapped by the federal government, are available from the Town Planner/CEO. While Hampden does not experience serious flooding problems, there are several developed and nondeveloped areas which are susceptible to occasional flooding. The historic flooding in Hampden occurs in the winter or early spring month as a result of heavy rainfall on snow covered or frozen ground. The major flood damage in Hampden has been to single family residences, seasonal properties, roads and bridges. Properties located between Hermon and Hammond Pond along the Souadabscook, and the lower end of Sucker Brook have experienced the most frequent flooding problems.

Presently, there are no flood prevention structures existing or planned in Hampden. The existing Zoning and Subdivision Ordinance provides little

guidance on flood plain development and, in some instances, directly conflict with the provisions of the Flood Plain Management Ordinance.

**Floodplain Policy.** To the greatest extent, flood plains should be left undisturbed. Where development occurs within the delineated flood plain, it should be in accordance with the guidelines of the federal flood insurance program and Hampden's Floodplain Management Ordinance. The Town should urge the appropriate parties to do detailed flood evaluation on those streams and brooks in Hampden which are included, but have no detailed analysis of their flooding potential.

**Groundwater.** Groundwater is defined as subsurface water found in the saturated soils and water bearing bedrock of the earth's surface. Its upper level, which rises and falls seasonally, is called the water table. An aquifer is a soils deposit or porous rock formation which contains recoverable volumes of groundwater. All groundwater is important to a community as a source of drinking water, and aquifers are especially important, while also especially vulnerable to pollution from surface and subsurface sites.

There are six mapped sand and gravel aquifer areas in Hampden based on the Maine Geological Survey's 1992 survey. For the most part, these areas include or are adjacent to existing gravel excavations. The areas included total over 1,000 acres in Hampden. The largest, is adjacent to Monroe Road.

The second largest aquifer (464 acres) runs parallel to the Canaan Road from Route 9 to the Kennebec Road. Other substantial gravel extraction sites exist further south to the Monroe Road and into Winterport. It should also be noted that the Hampden Public Works facility is located over this aquifer.

**Existing and Potential Threats.** There are two different types of water pollution: point source, and non-point source. Point source pollution is that which comes from a specific source, such as

a pipe, and can easily be identified, measured, licensed, or removed. The sewage treatment plant is the primary licensed discharges in Hampden and Bangor area.

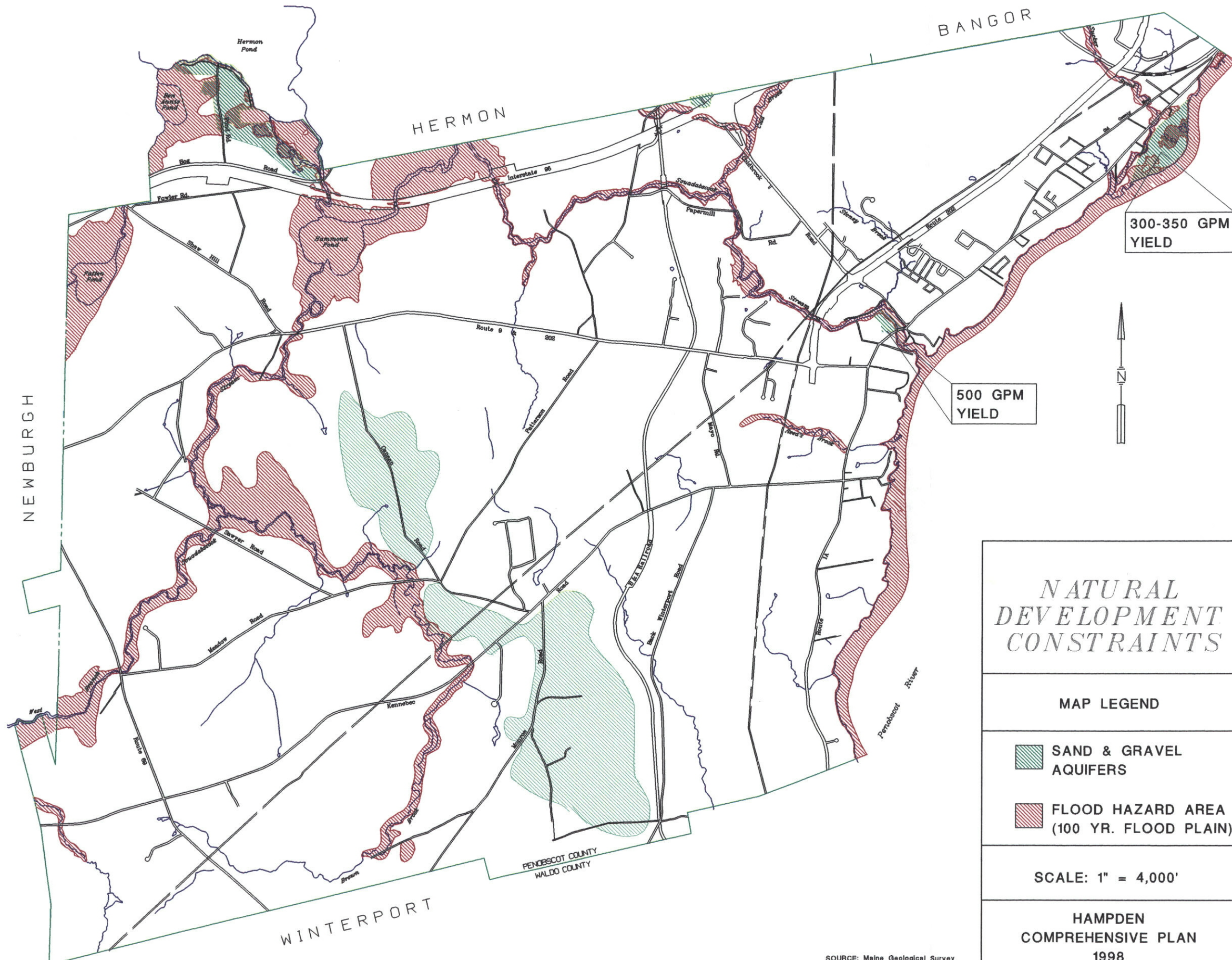
There are several operations which provide, at least a potential risk, of ground water contamination via their presence on or very near a sand and gravel aquifer even when in accordance with the existing environmental standards. The aquifer located along Main Road North is adjacent to the Marina. The Canaan Road aquifer contains the Town transfer station and the public works garage. The aquifer adjacent to Hermon Pond contains a nonconforming asphalt paving business.

**Aquifer Protection Policy.** It should be the Town's policy to safeguard known sand and gravel aquifers. Areas which have municipal water supplies or reasonable potential, possibly identified in this plan, for public water supply may be provided more flexibility in land use and development options.

Hampden's existing land use ordinances do not provide any specific provisions addressing aquifer protection. It is recommended as a minimum that performance standards be adopted for land uses which could adversely impact identified aquifers. An alternate, more restrictive provision, would prohibit specific uses within known aquifers. The present shoreland zoning guidelines do identify such uses which are prohibited from certain shoreland zone areas (see Zoning Ordinance Section 4.14.8.C Prohibited Uses).



Non point pollution is much broader and less simple to identify. It ranges from storm water runoff; to leaking gasoline tanks; to agricultural, lawn, and forestry runoff. Faulty septic systems, illegal or unintentional disposal, landfills, and salt piles are additional sources of surface and groundwater pollution. Intentional alteration of wetlands and shoreline also significantly affect both water quality and the very nature of the water body. DEP maintains lists of underground storage tanks, waste oil handlers, and other facilities which may potentially threaten water quality. Section II.E., Public Facilities, also discusses the





# NATURAL DEVELOPMENT CONSTRAINTS

## MAP LEGEND

-  SAND & GRAVEL AQUIFERS
-  FLOOD HAZARD AREA (100 YR. FLOOD PLAIN)

SCALE: 1" = 4,000'

HAMPDEN  
COMPREHENSIVE PLAN  
1998

SOURCE: Maine Geological Survey  
Department of Conservation, 1992

Hampden storm drain system, sand and salt storage, landfill, and underground storage which all are issues in part because of their threats to water quality.

**Rare or Endangered Plants.** The Town of Hampden has one area identified by the State Natural Areas Program as a rare plant station/critical area; The Reed Brook Estuary. In addition, there are records for six rare plant species found at two sites; the Reed Brook Estuary, and the junction of the Souadabscook Stream and the Penobscot River. Further study and field investigation may reveal additional areas that qualify for the nomination.

The Maine Critical Areas Program, which encompasses the Natural Heritage Program, was created in 1974. Critical areas are defined as naturally occurring phenomenon of statewide significance which; because of their uniqueness, rarity, or other critical factors, are deemed important enough to warrant special planning and management consideration. The Critical Areas and Natural Heritage Programs provide no protection of the site, but merely serve to identify and inventory such sites.

The areas identified should continue to be protected from direct impacts (removal or destruction) and indirect impacts (erosion, sedimentation, alteration of micro climate, or change in degradation of water quality) via the existing Resource Protection District.

**Scenic Areas.** Hampden's scenic resources are not directly protected as such. As identified; certain scenic resources are protected as historic districts, resource protection zones, or areas identified in the open space plan of identified community value worth preserving.

**Wildlife.** The protection of wildlife habitat is an essential element in maintaining a balanced ecosystem as well as a key element in maintaining the existing rural character.

<i>Natural Resources Table 3. Rare and Endangered Plants Critical Areas in Hampden</i>			
Common Name	Scientific Name	Habitat	Occurrence
Estuary bur-marigold	<i>Bidens hyperborea</i> <small>(see note 1)</small>	estuaries	1 RBE 1 SSE
Pygmyweed	<i>Crassula aquatica</i>	pool margins	1 RBE 1 SSE
Water pimpernel	<i>Samolus valerandi</i>	wet soils	1 RBE 1 SSE
Mudwort	<i>Limosella australis</i>	wet sands	1 RBE 1 SSE
Spongy arrowhead	<i>Sagittaria calycian</i>	mudflats	1 RBE 1 SSE
Parker's pipewort	<i>Ericaulon parkeri</i>	tidal estuaries	1 SSE
<sup>1</sup> Extremely rare in Maine and considered threatened. 1 Reed's Brook Estuary 1 Souadabscook Stream Estuary			

**Deer Wintering Areas.** The primary behavioral mechanism for deer to conserve energy during winter is to move to traditional wintering areas or "yards". These wintering areas provide deer with shelter from radiant heat loss as well as improved mobility in snow. The Maine Department of Inland Fisheries and Wildlife (IF&W) has identified deer wintering yards in Hampden. All are rated as "indeterminate" regarding quality or use. At the time of this writing, IF & W has not established the necessary rule-making to protect deer yards unless they have a "high" or "moderate" state rating. Therefore, any protection of these yards would require Town action. There are approximately 1,331 acres in Hampden identified as deer yards. The four areas identified range from 511 acres to 126 acres in size. For the most part, the identified areas are in rural, undeveloped areas; however, there is an identified deer yard within what is anticipated as within the growth area off of the 202 bypass next to the Scotch Pines Subdivision. It is located on the



edges of two different land use types; one industrial and one residential. It is the intent that this area be preserved in accordance with the guidelines developed by the Maine Department of Inland Fisheries and Wildlife and, to the greatest extent, possible provide a land use buffer between the two opposing land use types.

The other deer wintering areas are located outside the urbanized or growth area and should follow the development guidelines provided in the rural development section and the MIF&W guidelines.

The deer yards identified should be included within the open space plan as a valued resource to be preserved. The area adjacent to the Route 202 bypass should also serve as a land use buffer between industrial and residential uses.

**Waterfowl Habitat.** Maine Inland Fisheries and Wildlife have identified several of Hampden's larger, open water wetlands as unrated waterfowl habitat. Given the prior wetlands, waterfowl rating provided moderate and high value ratings some areas, many are protected under the guidelines of Shoreland Zoning.

Since this habitat corresponds with identified wetland areas, the existing wetland policies should apply (see Wetland Policies). If future Inland Fisheries and Wildlife studies should indicate additional protection is required, the existing policy should be reviewed.

## **GENERAL WILDLIFE POLICIES**

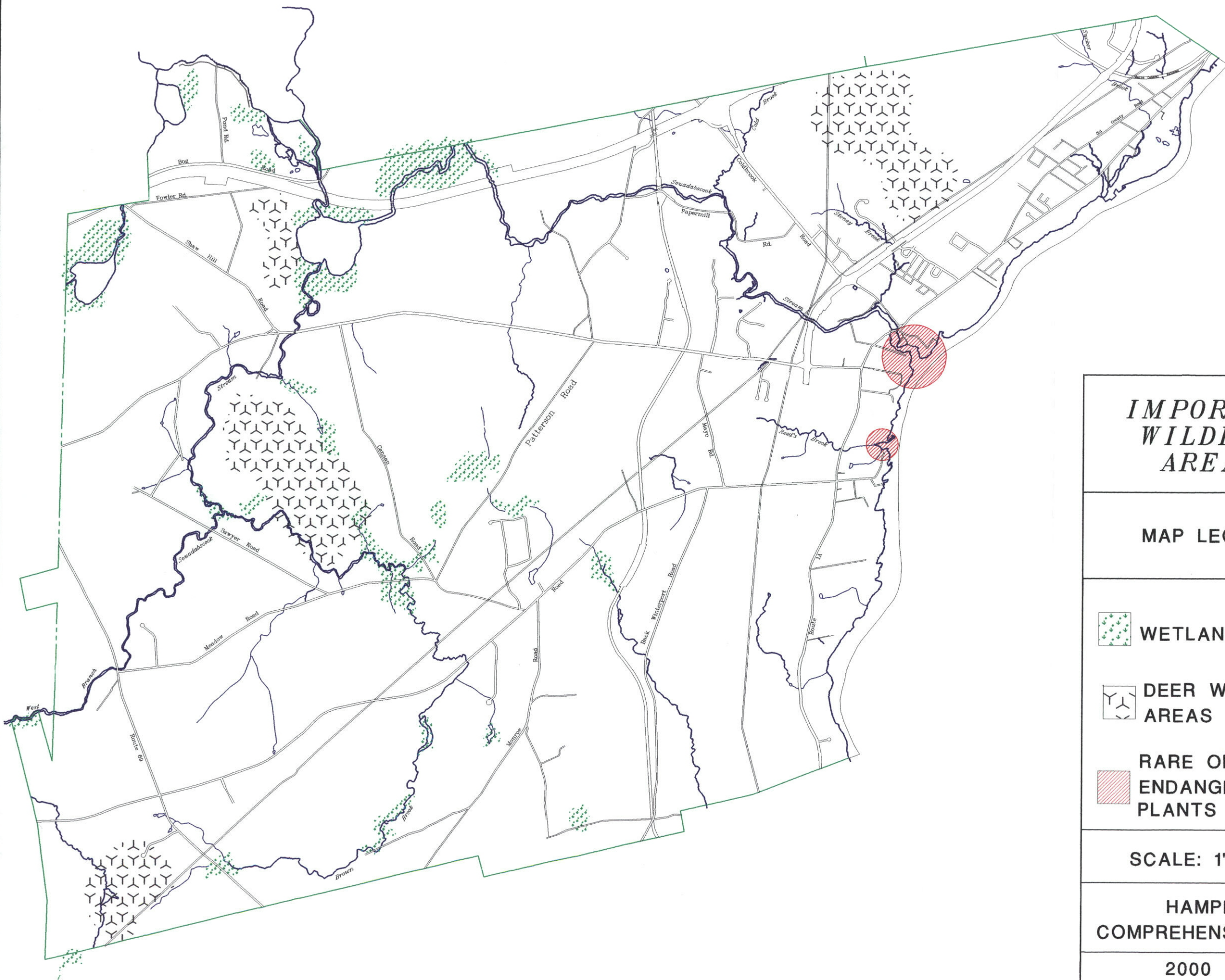
**Wildlife Corridors.** In addition to site specific habitat, it is also important to provide undeveloped or undisturbed pathways or corridors for certain wildlife species to travel from place to place. Stream gullies, forest edges, and ridgelines often serve as wildlife corridors.

To encourage the preservation of existing identified wildlife habitat and to minimize such impacts when they occur, all the identified wildlife areas should be considered as parts of the existing open space plan and of high value for preservation (see Open Space Plan).

**Forestry and Agriculture.** Forest and agriculture values are generally associated with products. This perception may not be the best perception or, only perception, which the Town places values on their natural resources. Hampden has a very pleasing rural character with the intertwining of forest and agricultural lands. There is no evidence that if this character is lost, the Town would suffer economic loss; but with the trend of most surrounding communities, there is a significant attraction to the extremely pleasing character of the Town. If this character is lost or diminished, there is a possibility property values could diminish when viewing residential and rural areas. At this time, the rural character of the Town also has a tendency to help protect other non-marketable resources within the Town such as wild life, fisheries, and general ecologic stability. These are certainly resources which contribute to the overall economic stability of the Town, but not necessarily in the form of products or income producing revenues directly. The Town has a good location to market forest and agricultural products with acceptable returns; therefore, there is an economic incentive for the Town and landowners to practice sound management of agricultural and forestry resources, not only for the product values, but for other non commercial resource values.

**Forest Stands.** Hampden's forest stands provide numerous benefits including: building materials, fuel source, wildlife habitat, and natural land use buffers. Hampden should rely on the guidelines of shoreland zoning and the Maine Forest Practices Act to guide forest management activities. The Rural District should envision forest products processing operations as a possible land use. Wooded buffers should be preserved in rural developments such as: Ellingwood Heights, Wedgewood Forest, and others.

**Specimen Trees.** The Hampden Land Use Ordinances have required identification of mature trees as a standard submittal item. However, there are no corresponding guidelines to preserve or protect those identified trees in the development plan. Existing trees provide multiple benefits to the Town including: reduction of noise air and light pollution, shade, and animal habitat.



# IMPORTANT WILDLIFE AREAS

## MAP LEGEND



WETLANDS



DEER WINTERING  
AREAS



RARE OR  
ENDANGERED  
PLANTS

SCALE: 1" = 4,000'

HAMPDEN  
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2000

15

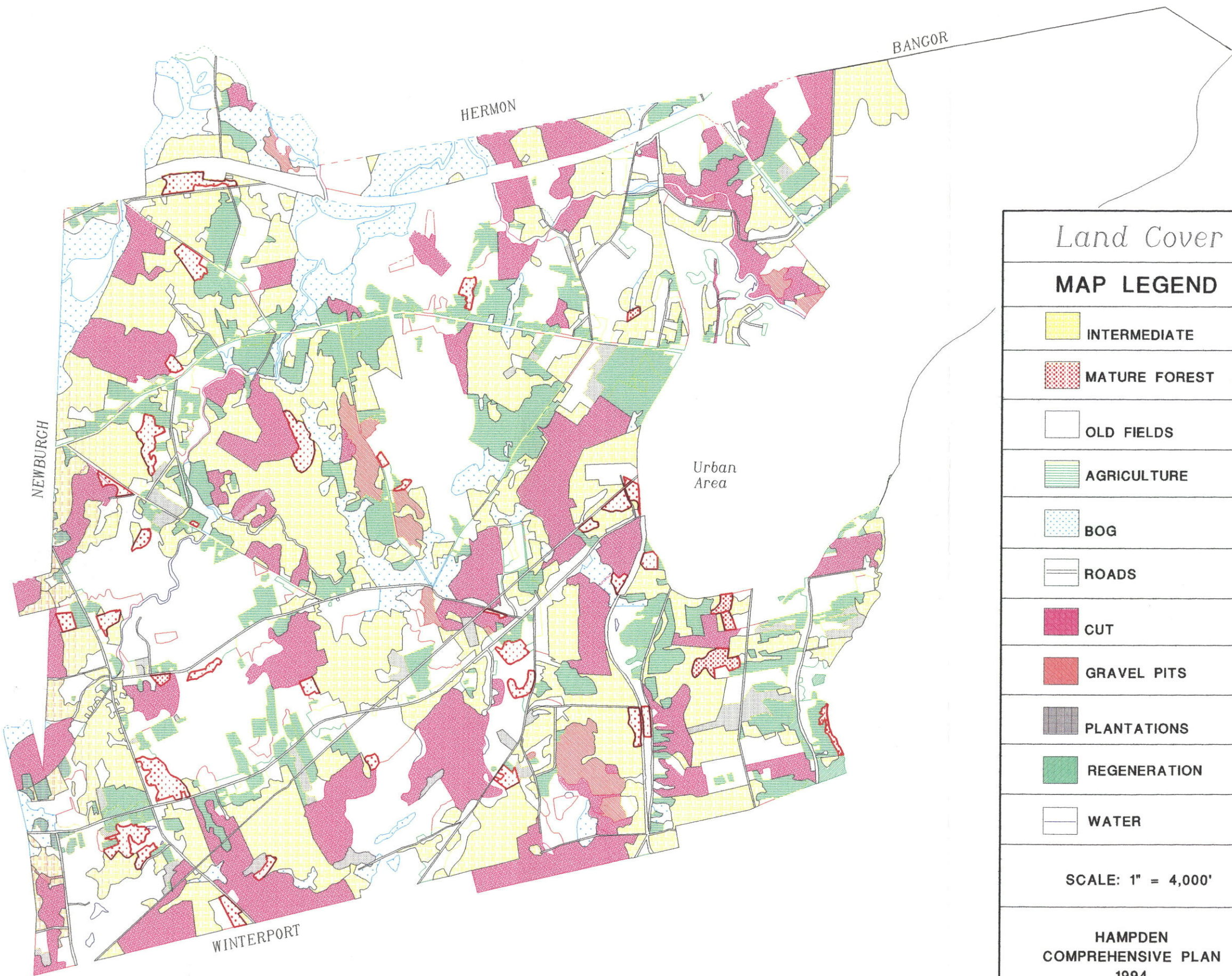
Mature trees should be preserved where possible in the site development process. Where landscape buffers are indicated preservation of existing vegetation should be considered prior to landscaping with nursery stock. It is further recommended that the Town continue to pursue an active annual tree planting program.

### **GENERAL GOALS**

- To protect and manage the quantity of the Town's water resources, including ponds, rivers, streams, wetlands and aquifers.
- To protect the Town's natural resources, including without limitation; wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas.
- To preserve and protect the Town's agricultural and forest resources from incompatible development.

It should be the Town's development policy to give the highest priority to protecting those areas which contain overlapping natural resources elements.





## Land Cover

### MAP LEGEND

-  INTERMEDIATE
-  MATURE FOREST
-  OLD FIELDS
-  AGRICULTURE
-  BOG
-  ROADS
-  CUT
-  GRAVEL PITS
-  PLANTATIONS
-  REGENERATION
-  WATER

SCALE: 1" = 4,000'

HAMPDEN  
COMPREHENSIVE PLAN  
1994



**Overview.** Hampden's history, pattern of development, economy, and transportation are linked to the Penobscot River. The Penobscot River remains an important commercial transport facility for Coldbrook Energy. Hampden's marina provides pleasure boaters with access to the Penobscot. The river is a scenic vista and open space. The Penobscot River is habitat to numerous wildlife species providing fish and fowl with feeding, spawning, and nesting area. However, the effect of upstream municipal sewer outflows and industrial uses have left the water in a challenged condition. The river serves as the bottom of a huge watershed and its relatively steep banks limit the extent of flood plains

## HISTORY

The Penobscot River has played a significant historical role in the development of the Town of Hampden. In the early days prior to European settlement local Indian populations used the Penobscot for transportation and fishing. The first European explorers and settlers arrived by ship. Transportation via the Penobscot remained a key element for many years. The second major use of the Penobscot and its tributaries was water power both tidal and non-tidal dams were constructed to operate the various mills on the Souadabscook and other streams. Hampden developed lumber and shipbuilding industries along side this key transportation link. Even as roadways improved and rail service became available the river was a competitive alternative. Steam powered paddlewheels made regular departures from Hampden.

As the River waned as a transportation mode recreational amenities grew. Paradise Park, Riverside Park, and the Canoe Club. Paradise park like others developed by the street car companies encouraged use of the system as the use of the automobile started to eat into their ridership.

## CURRENT USE

Today only a small portion of the Penobscot is used for industrial purposes (petroleum storage shipped via tanker). A public marina developed in

the 1980's is a significant recreational amenity for boaters. However, the primary use of Hampden's waterfront today is high value single family residential development.

*Marine Resources Table 1. Characteristics of the Penobscot River*

Length	Eight miles.
Width	100-300 feet.
Channel depth	14-15 feet shoaling on the Brewer side, rocky with some bottom obstructions.
Flow	111,500 cubic feet per second in a 10-year storm event and as much as 171,000 cubic feet in a hundred-year storm event
Tides:	13.1 feet Bangor 11.0 feet Bucksport
Flooding:	Flooding of the Penobscot in Hampden has not been a significant threat due to the presence of steep banks in most locations and the practice of ice-breaking. The Turtle Head area and other heavily excavated sites have a greater susceptibility to flooding.
Source: Selected	

The State Water Classification Program Rating for the Penobscot is Class C, the lowest water quality protection rating. This rating likely reflects the industrial use of the river in the Bangor and Brewer areas as well as their municipal sewer outflows.

## WILDLIFE

The Penobscot supports numerous wildlife species providing feeding, spawning, nesting and migration habitats. The following list of fish and fowl are known to be found in the greater Hampden area of the Penobscot River.



*Marine Resources Table 2. Fish and Water Fowl of the Penobscot River*

<u>Fish</u>	Tom Cod
	Smelts
	Alewives
	Shad
	Salmon
	Stripped Bass
	Atlantic Sturgeon
	Bluebacked Herring
	Eels
<u>Waterfowl</u>	Black Ducks
	Black-backed Gulls
	Cormorants
	Gulls
	Great Blue Herons
	Golden Buffleheads
	Herring Gulls
	Loons
	Small Gulls
Source: Selected	

No know eagles nest in Hampden although they feed along the Penobscot. A variety of other animals live and forage along the banks of the Penobscot. More detail is provided in the Natural Resources Section of this plan.

The only know commercial fishing is limited to eel trapping and alewives in the Souadabscook Stream.

## COMMERCIAL TRANSPORT

Coldbrook Energy, a Marine Oil Terminal is located on the northern end of Hampden next to the Bangor Sewage Treatment Plant. The Coldbrook Energy tank farm is supplied via oil tankers. In addition to Coldbrook Energy, there are four or five other firms north of Hampden which utilize the Penobscot as a means of receiving petroleum products. The Winterport

Docks are the closest facility for waterborne freight transportation.

## PASSENGER TRANSPORT AND RECREATIONAL BOATING

Passenger trips on the Penobscot are limited to excursion trips out of Bangor (since discontinued) and recreational boaters. The development of recreational boating amenities has grown tremendously since the mid 1980's.

*Marine Resources Table 3. Marina Facilities in Hampden and Bangor*

Ramps	Moorings	Dock Space	Services
Hampden			
2	45	115'	Fuel, Boat Storage, Repair
Bangor			
None	5 <sup>1</sup>	600'	None
<sup>1</sup> Bangor has had up to 45 moorings in the past, but demand is currently low.  In addition to Bangor and Hampden, Bucksport & Winterport have marina facilities which provide fuel and service.			

**Land Use/Shoreland Zoning.** The majority of Hampden's waterfront is limited to residential uses a small portion is designated as a heavy commercial site which is the site of existing businesses. Other than the Coldbrook Energy Tank marine oil terminal there are no commercial water dependant uses. The Town's waterfront development study (1990) discussed below, developed a land use policy to redevelop the turtle head area to maximize the benefits of a scenic waterfront location for public and private uses.

**Marina Facility.** Hampden's marina facility completed in 1986 provides two public access boat ramps, ample auto and trailer parking. The Town of Hampden leases the facility to a private operator which provides fuel as well as a full line of boat services. The site has two boat storage

buildings (30,000 SF) and a seasonal take-out restaurant. It should be noted that the Marina draws a much larger audience than just the boating public. The attractiveness of the water front location and amenities make it a popular dining spot on warm summer days. The marina operator also notes that the vast majority of those using the marina's services are not Hampden residents but boaters from throughout the region.

**Waterfront Redevelopment Plan.** Hampden undertook a Waterfront Study in 1990 which reviewed the redevelopment of the Turtle head area on the Penobscot River. The existing area is a collection of residential and commercial/industrial uses which derive little benefit from being on the Penobscot. The Plan outlines a redevelopment approach to maximize the waterfront amenities. The land use and utility aspects are noted in the appropriate sections of this plan.

### **MARINE RESOURCES POLICIES**

- Facilitate the growth and expansion of Hampden's marina facility and other compatible uses in the Turtle Head area.
- Maintain the existing residential and resource protection designations for the land south of Turtle Head.
- Preserve and protect existing wildlife and fisheries in around the Penobscot River.
- Provide for the continued operation and improvement at the Coldbrook Energy Oil Terminal.

### **IMPLEMENTATION STRATEGIES**

- Develop and adopt new Waterfront Development Zoning District consistent with the Waterfront Redevelopment Plan.
- Maintain the existing Shore land provisions which are essential to water quality and habitat protection.

## TOWN HISTORY

**Overview.** The Town's present character, land use patterns, and economy stem from its historic roots as a riverine (*river valley*) community of mills and shipping merchants, and as a rural New England farming community. That character is seen today in the historic development pattern of the upper and lower corners, the historic residences, churches, and civic buildings, and the attached farm buildings and rolling farmlands just outside the urbanized area. This section of the Plan looks at those historical roots, archeology and historic structures which are present day reminders of the Town's past history.

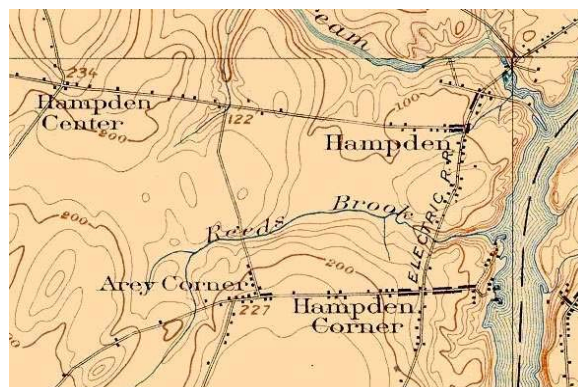
## INVENTORY AND ANALYSIS

**The Upper Corner.** Hampden is an outstanding example of riverine settlement; a type which contradicts the conventional idea of the New England village by having its church and common located at the center, and its roads radiating from that center. Like all the towns of the Penobscot River Valley and other great river valleys of Maine, the settlement at Hampden arose out of the relationship of site and river, and occurred long before official surveys of the area gave secure legal title to the settlers' lots. The Upper Corner, the point at which the Souadabscook Stream passes through the littoral strip and discharges into a basin at the Penobscot River, was the district first settled because it was its best mill site. The Souadabscook is a busy stream and provided sufficient water power to attract entrepreneurs. "Its mouth is [was] spacious enough to afford, to some extent, harborage for vessels."<sup>1</sup>

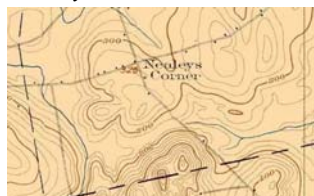
**Mills.** The early construction of mills permitted the construction of finished houses, the visible documents of successful settlement, and the development of a shipping industry. Hampden soon spread beyond the intersection of Stream and River, making a ribbon of settlement to the north, up to what is now Bangor's southwesterly line, and to the south, to the border of Waldo county or Winterport's (then Frankfort's) northeast line. The

inland portions of Hampden are linked by roads connected to neighboring towns, again in a ribbon like, or strip development. These roads comprise Western Avenue (Route 9) and the Kennebec Road to Newburgh, the Coldbrook Road to Hermon, the Back Winterport and Monroe Roads forming inland north-south axes parallel to Route 1A, and the Main Road North and South (Route 1A) often called the River County Road. At the intersections of these roads there developed the other "centers" of the Town, or Corners, as most are still called (e.g., Lower Corner or Hampden Corner, Arey Corner, and Nealey Corner).

*Hampden's Upper, Lower and Arey Corners circa 1900*



*Nealey Corner*



Mill sites of importance were developed on the Souadabscook and its harbor on the Penobscot River (the "Basin"), where the total water power

available from a drop of 120 feet could be utilized; on the Penobscot shore below present Summer Street where Reeds Brook discharges; and in East Hampden on the Penobscot, at Turtle Head Cove, a basin like area where Turtle Head Brook, now called Sucker Brook, discharges. Except along the Souadabscook, the Hampden mills were tidal, and soon diminished in importance as the mills on important water-powers such as Bangor, Eddington, Stillwater, Upper Stillwater, Bradley, Old Town, and Milford

developed.<sup>2</sup> However, even in 1882, Hampden contained two paper mills and a grist mill on the Souadabscook (the site of its earlier grist mill), a steam mill at East Hampden, a carding mill, a manufacturer of pumps and blocks, two cooperage firms, five wheelwrights, one carriage maker, two boat builders, and one door, sash and blind establishment.<sup>3</sup> As well as the mills, the shorelines of these industrialized locales were punctuated by wharves for transport vessels (agricultural as well as mill products) while passenger vessels docked at the Ferry way below Summer Street. This basic pattern of self-sufficiency, universal in American small towns, was erased by the consolidation of industry in the late nineteenth and early twentieth century.

**Cemeteries and Public Buildings.** After the first permanent mills, residences, and commercial structures were erected, the municipal and social bodies of the new community began to turn to the laying out of permanent cemeteries and construction of public buildings for the new town. Only two known cemeteries date from the eighteenth century, the Old Burying Ground behind the Town Hall - I.O.O.F. Building<sup>4</sup> and the Abisha Higgins Cemetery (private). The Baptist Church, (1834), now a Colonial Revival apartment house, the Methodist Church (1833); the Universalist Chapel (1828) and the Congregational Church (1835), on the National Register of Historic Places are the earliest survivors of such structures. Hampden Academy, on the National Register of Historic Places, rebuilt in 1843 after a fire, and an Italianate post office building, are also surviving public buildings. Such buildings were located in juxtaposition with residences and, in some cases, commercial establishments, near the Upper and Lower

*Old Hampden Academy*



Corners. Modern distinctions between commercial and residential districts or zoning, did not apply, and such buildings are as much documents of the Town's development as are

the houses which are their neighbors.

**Prominent Founders.** Despite setbacks during the Revolutionary War, the pattern of prosperous settlement with mills active in the Basin revived after 1783, and soon, a number of these early settlers, e.g., Benjamin Wheeler (first settler and founder of Hampden, then called "Wheelersborough," ca. 1772), Gen. John Crosby, Gen. Gabriel Johonot, Martin Kinsley (representative to the Massachusetts General Court and later U.S. Senator), Gen. Jedediah Herrick, Enoch Brown and John Godfrey, had established homesteads, farms, and businesses in the town. Significantly, Gen. Crosby imported the first piano to the Penobscot Valley in 1800,<sup>5</sup> showing that such men did not go through an extended period of modest living and physical hard labor but quickly established themselves as gentlemen. Hampden was incorporated in 1794, with the first survey made by Ephraim Ballard in 1796; Park Holland's survey confirming its essentials dates from 1802. The Town's name was chosen to honor John Hampden, the "Great

*John Hampden*



Commoner" and uncle of Oliver Cromwell, and evinces the community's strong parliamentary (i.e., republican) sympathies.

**The Rise of Bangor.**

In the years between its post-Revolutionary resettlement and the end of the Embargo, Hampden was the most important town

in terms of commerce and prosperous settlement in the Penobscot River Valley. The Battle of Hampden (September 14, 1814), essentially a rout leading to the occupation of Bangor, climaxed this chapter of the Town's history. Bangor began its meteoric development and Hampden adopted a stable, slow-growing, pattern, becoming effaced by the city on its northerly boundary, which had all the advantages of a large natural harbor at the



# HISTORIC RESOURCES

## NATIONAL REGISTER PROPERTIES

- A. Hampden Academy
- B. Hampden Congregational Church

## NATIONAL REGISTER ELIGIBLE PROPERTIES

1. Maria Shaw House
2. Thomas Penniman Stetson House
3. Holder F. Butts House
4. John L. Smith House
5. Andrew Patterson House
6. Henry Welch - Col. Gabriel Johonnot
7. Otis Briggs House
8. Abisha Higgins Cemetery
9. Joseph W. Higgins House
10. Harmony Hall
11. Dorothea Dix Homestead
12. Issac Wilkins House
13. Victor Hodgins House
14. Harry E. Dahlberg House
15. Ralph W. Moore House
16. Charles A. Dillingham House
17. Arad H. & Charity Pomroy House
18. William Emery House
19. J. Francis Perry House

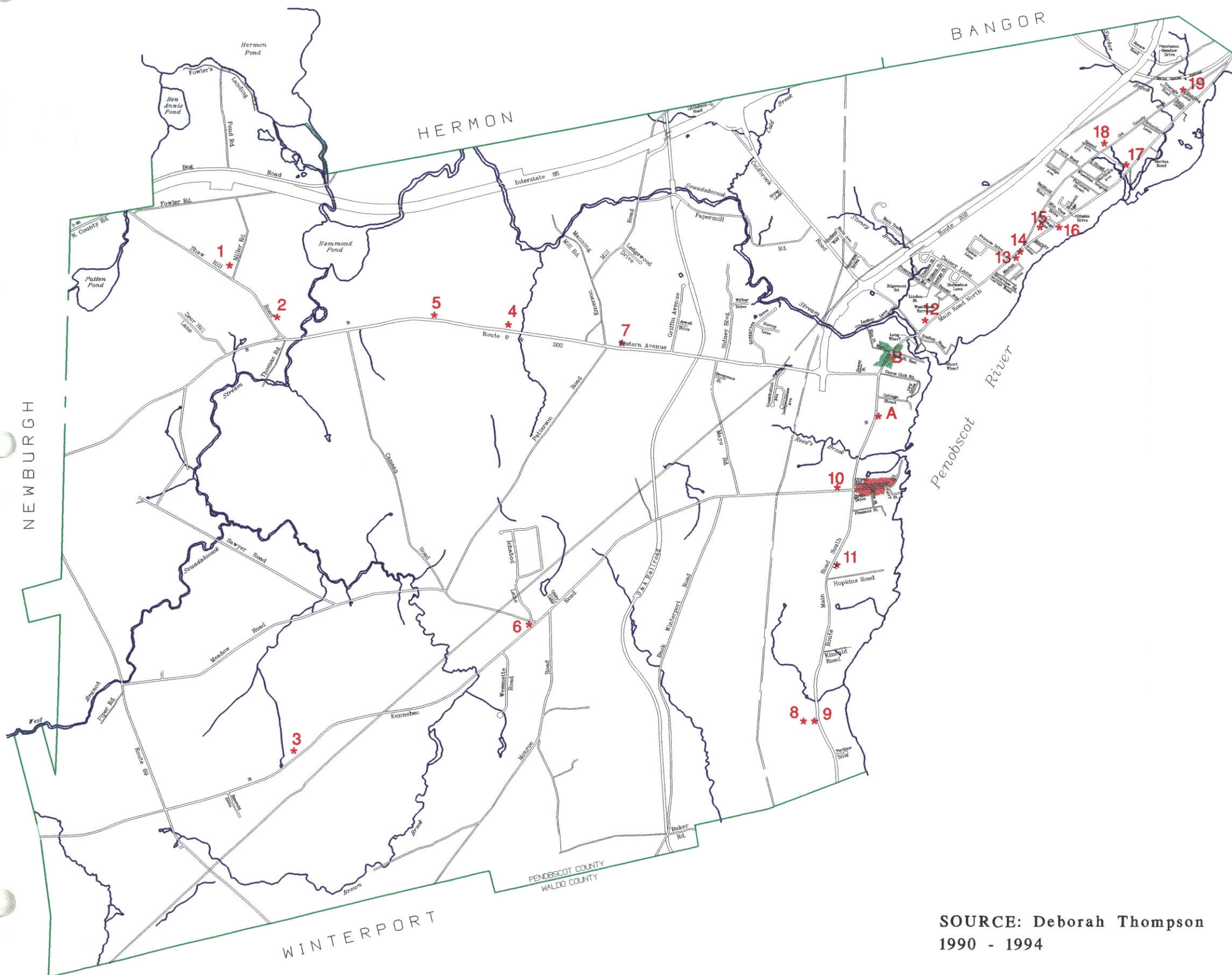
 UPPER CORNER DISTRICT  
Local, N.R. Eligible

 SUMMER STREET DISTRICT  
N.R. & Local Eligible

## HAMPDEN COMPREHENSIVE PLAN

2000

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SOURCE: Deborah Thompson  
1990 - 1994

terminus of two navigable rivers, just below an enormous timberland and the greatest water-powers on the Penobscot River.

Deed research has shown that a number of houses were built "on spec" for resale during the 1830's by builder architects and by entrepreneurs such as Jedediah Herrick and Dr. Allen Rogers. Two sheets of drawings from residential developments similar to those being laid out in Bangor<sup>7</sup> indicate that some Hampden citizens had caught the fever of expansive growth. Significantly, these sheets date from 1835–36; after the Panic of 1837, the trend towards subdivisions is not attested by plans in the Penobscot County Courthouse until the early twentieth century.

**Important Houses.** Very few houses can be attached to their builder-architects among the relatively unspoiled and unaltered Federal houses of Hampden. One of the most significant is 89 Main Road North, shown by its deed to have been the house of the Town's founder, Benjamin Wheeler (his third; the first was a log house; his Federal cape is documented by an old photograph)<sup>8</sup>. By the time of its construction, circa 1802, Wheeler, who was trained as a carpenter, (from Durham, N.H.) would have been too well established as a mill owner to work with his hands. But it is possible, because of his training, that he designed it. In keeping with Gen. Crosby's importation of a piano in 1800, the house was

*Benjamin Wheeler House  
built 1802*



urbanity of Hampden in this era.

Hampden's unusual early identity as a prosperous community of gentlemen created a dual character in the Town which persisted into the twentieth century.

Although the first important houses date in the Federal period, some of the gentlemen settlers preferred the Colonial or Georgian style they were familiar with, and some early Federal houses speak as much in that idiom as in that of Federal style. Their old-fashioned character is seen chiefly in their frontispieces; the two best preserved examples are the Martin Kinsley House, 83 Main Road South and the Elias Dudley House, 28 Dudley Street, which both lack sidelights and a broad transom of the evolved Federal style and display the tighter, more closed, pedimented doorway of the earlier era. Advanced examples of the Federal design include

*Kinsley House*



Federal house now on the site is the Stetson House in question.)

As in the Federal period, each successive style era displays the same dual personality, with some preferring familiar styles, and a few, usually leading men, having advanced tastes. The conservative tendency predominates for most the Town's history, in contrast to Bangor, where current style had a wide appeal.

*Elias Dudley House*



A good example of this dual personality is the Daniel Smith House, 43 Summer Street, a clapboard Federal Cape Cod house which contains carefully executed delicately carved reeded Federal trim that would have been in high style twenty years earlier, as well as an impressive central chimney built in the tradition of medieval (Gothic) chimneys.<sup>9</sup> Being a little bit of a backwater meant that except in unusual circumstances, local mechanics who had learned by practice and observation from older examples were responsible for most building construction; such men were not



necessarily reluctant to use new structural methods but simply may not have been familiar with them. Even in the Arad and Charity Pomroy House, 584 Main Road North, an exceptionally well designed temple-front Greek Revival Cape Cod house by a talented builder-architect, the preference was for Federal door and window trim for the most part, while all exterior detailing, and the chimney pieces throughout, are of current Greek Revival style based on prototypes familiar from Asher Benjamin's style books, but made resonant in proportion and styling by the ability of the architect. The decision to retain a significant amount of Federal style in the interior trim must therefore spring from Hampden's conservative character since it cannot be attributed to limitations in the builder.

Perhaps Hampden's finest example of mid-nineteenth century advanced design, an exception to the more generally conservation mode, is the John Crosby, Jr. House, 100 Main Road North (1849, completed in 1850's), and even this splendid house displays a reticence that partakes of the Town's over-riding conservatism.

This house has been attributed to Benjamin S. Deane because of its strong stylistic connection to a number of

*John Crosby, Jr. House*

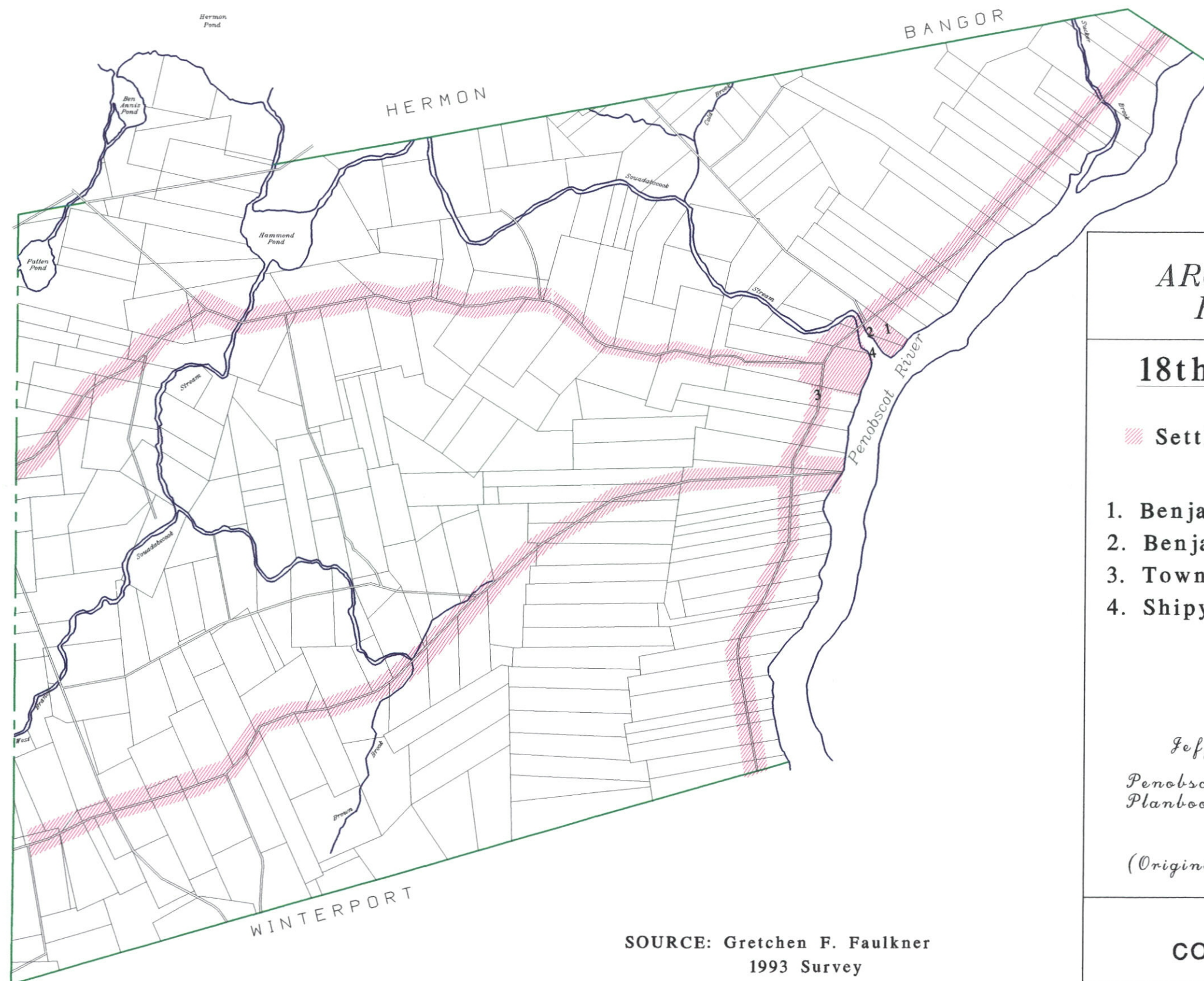


Deane's domestic commissions, and because of equally strong circumstances; the Crosbys and Stetsons were connected by marriage (Elizabeth Kidder Stetson was John Jr.'s wife) and business ties; the Stetsons employed Deane to design their business block in Bangor in 1845,<sup>10</sup> he was the architect of the splendid George Stetson House (1847-48, 108 French Street, Bangor),<sup>11</sup> and John Crosby III's Bangor house (277 State Street) was Deane's last identified domestic design.<sup>12</sup> Furthermore, Col. Deane was a member of the socially prominent class to which the Stetsons belonged.

Built in front of Gen. John Crosby's Federal Cape Cod house, this transitional Greek Revival-Italianate mansion displays the proportions, plan

and elements of Italianate style yet it masks this evolved taste by its conventional (albeit elaborately detailed) pilastered Greek Revival exterior. This "masking" of evolved taste contrasts with the originality of the exterior of Deane's design for the George Stetson House, Bangor, of the same era, and must therefore spring from the temperament of the client and his setting. Significantly, the John Crosby, Jr. House displays a curved stair and railing of classical Greek Revival type, similar to that in Deane's elegant Joseph C. Stevens House (299 Union Street, Bangor, 1854).<sup>13</sup> However, all window and door frames, interior shutters and paneled doors are Italianate in style. Advanced taste is also seen in the splendid architect-designed Gothic Revival-Italianate chimney pieces of the present library and master bedroom (marble and wood respectively), and in the mirrored imitation window in the library. (Because of this mirrored section of wall, the room was probably designed as a formal reception room or ballroom.)

Research on Hampden's social and material history is hampered by a lack of sources typical of a stable rural Town. Hampden had no newspaper and no city directories until this century; since the Town did not number houses until the 1980's even such directories cannot be trusted absolutely in regard to individual houses. Hampden's tax records for the first fifty-five years of the nineteenth century (nothing is earlier than 1806) are inadequate, with only a few widely spaced years having full inventories. (Simple lists in which real estate holdings are totaled are not helpful to the architectural historian pursuing the history of specific buildings.) Deed work is the only tool, and it too presents problems because of the Town's rural character. Many abstracts of wills and conveyances were unrecorded. Thus, although a few builder-architects surface as the probable architects of specific buildings, e.g., Christopher Morey, of his house and the Methodist Church (60 and 44 Kennebec Road), or Daniel Smith of 43 Summer Street, we have been unable so far to learn about these men or their careers. Without more information, we cannot find out who were the architect-builders of



SOURCE: Gretchen F. Faulkner  
1993 Survey

## ARCHEOLOGICAL RESOURCES

### 18th Century

Settlement Areas

1. Benjamin Wheeler Homestead
2. Benjamin Wheeler Grist Mill
3. Town Hall
4. Shipyard

*Jefferson Chamberlain Plan*

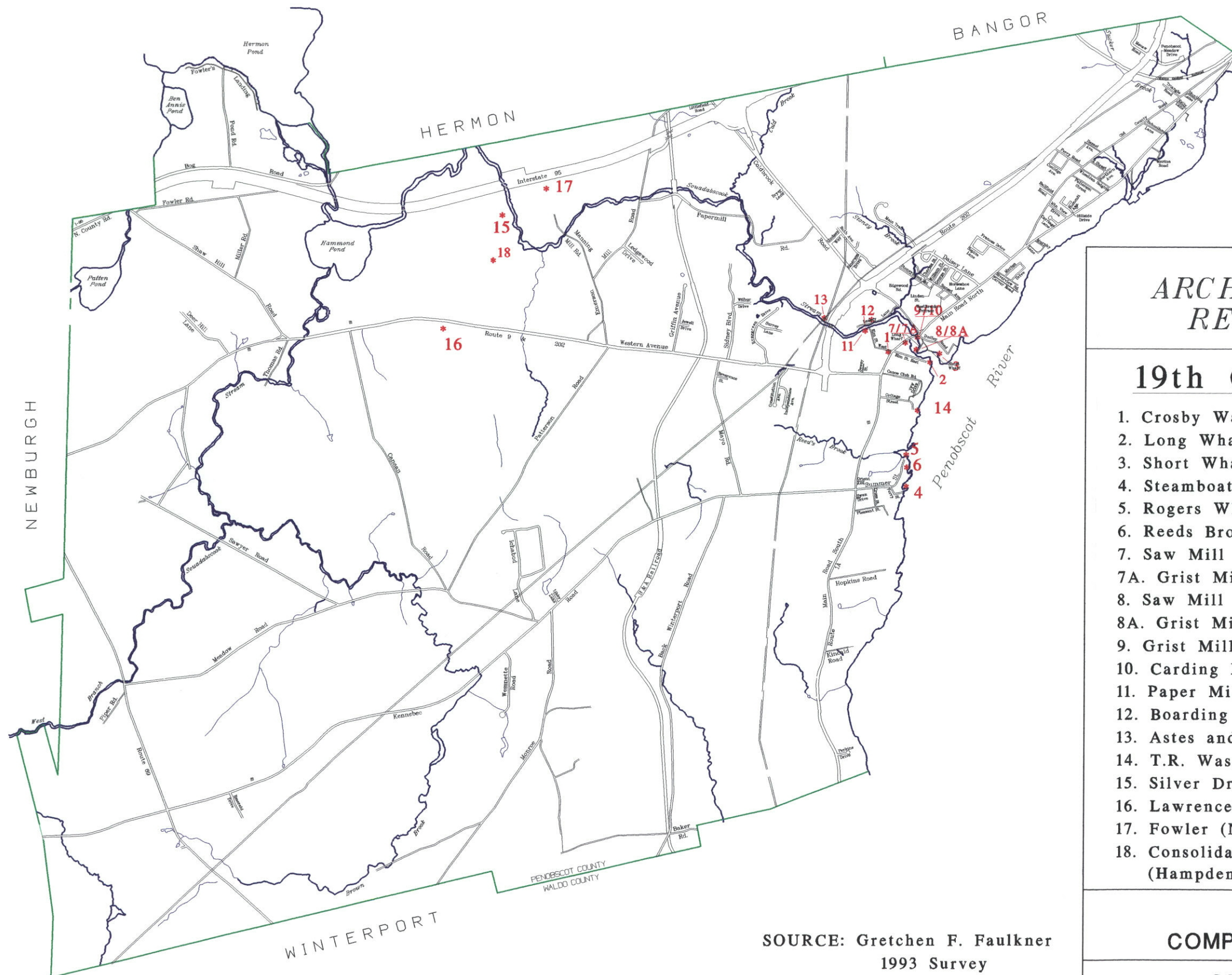
*Penobscot County Registry of Deeds  
Planbook, Volume 2, Plan 2*

March 26, 1842

(Original scale 100 rods to an inch)

**HAMPDEN  
COMPREHENSIVE PLAN**





## ARCHEOLOGICAL RESOURCES

### 19th Century

1. Crosby Warehouse
2. Long Wharf
3. Short Wharf
4. Steamboat Wharf
5. Rogers Wharf
6. Reeds Brook Shipyard
7. Saw Mill (1859)
- 7A. Grist Mill (1875)
8. Saw Mill (1859)
- 8A. Grist Mill (1875)
9. Grist Mill (1859)
10. Carding Mill (1875)
11. Paper Mill
12. Boarding House
13. Astes and Whittier Foundry
14. T.R. Wasgatt Jr. Steam Mill
15. Silver Drift Mine
16. Lawrence Silver Mine
17. Fowler (Norembea) Silver Mine
18. Consolidated Hampden Silver Mine  
(Hampden Silver Mine & Duton Mine)

### HAMPDEN COMPREHENSIVE PLAN

2000

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SOURCE: Gretchen F. Faulkner  
1993 Survey

important buildings like the Simeon Stetson and Elias Dudley Houses. The situation improves in the twentieth century, as described below, but we are still prevented from making occasional attributions by the lack of newspapers and ancillary municipal records.

**Trolley and The Commuter Age.** A number of things connected with transportation affected Hampden's development beginning in the latter

*Electric Trolley circa 1900*



part of the nineteenth century. First came the construction of a trolley system (beginning in 1889) which soon linked Bangor and Winterport in one direction and Bangor and Old Town another. This development eventually made daily commuting possible for those without a horse and carriage or motorcar. Soon, the advent of the affordable automobile made Hampden even more accessible,

*Electric Trolley*



and it became a potential neighborhood for people who worked in Bangor. As certain Bangor neighborhoods deteriorated and were subjected to pressure from business and traffic, moving to East Hampden by both working class and more affluent families became a desirable solution.

**Important Twentieth Century Houses.** A number of the more pretentious houses in the Hardy Hill District by known architects were in fact built for families who had previously lived in fine houses near or in Upper Main Street and Summer Street, Bangor.<sup>14</sup>

The presence of Victor Hodgins, Ellsworth C. Hodgins and Ernest Lisherness in Hampden during the first decade of the twentieth century led to the construction of some architect-designed houses of considerable merit, e.g., the E.C. Hodgins-Congregational Parsonage House, the Robert Lyle Hodgins Bungalow and the Victor Hodgins House, 355 Main Road North respectively. In addition to Victor Hodgins; Wilfred E. Mansur, C. Parker Crowell, George I Mansur and Frederick A. Patterson have been identified as contributors to the "suburbanized" stretch of the Main Road North on Hardy Hill in

*Victor Hodgins House*



East Hampden in a pattern of one-upmanship among owners in regard to architect-designed houses. A handful of other superior bungalows elsewhere are also probably by Victor Hodgins. This was the era in which Colonial Revival subdivisions flourished nationwide and in Bangor, and the styles found in such subdivisions made their way into the new residences being built on outparcels between older houses, many of them farmhouses, on the Main Road North and South.

The Shingle Style, bungalows, Craftsman and Colonial Revival styles in various blends, are all represented in this district. For some reason, the Queen Anne, except as an influence upon the Shingle Style or the Colonial Revival, was not favored in Hampden. A small number of Queen Anne houses were built, mostly on lots in the center of town, but two more pretentious examples were located to take advantage of proximity to the Penobscot River, 59 Summer Street and 311 Main Road South.

**Recreation and Amusement.** The trolley line also encouraged the recreational use of Hampden's rural setting. A number of private clubs appear as legal entities with interests in property on the east side of the River County Road.<sup>15</sup> The Canoe Club House by Wales and Holt, architects of Boston



(1901) was the best known of these in Hampden.<sup>16</sup> (It has now been completely remodeled as a private residence and is only notable for its historic associations, no longer as an architectural document.) Riverside Park (1898) a typical early twentieth century amusement park, which was developed by the Bangor, Hampden & Winterport Electric Railway the operators of the trolley, was the most visible result of the transformation of Hampden into a recreational destination.<sup>17</sup>

**Post-WWII Suburbanization.** Following World War II, the trolley line was discontinued, but by then, most families had a car. The "suburbanization" of Hampden's streetscape continued with many outparcels between existing houses sold. On them were built ranches, capes, cottages with Craftsman overtones, and still more Colonial Revival houses. Some multi-family and trailer park developments make part of this story. Because of this pattern of gradual development—the cessation of agriculture and the construction of housing between existing houses—Hampden's historic residential districts usually combine houses of earlier and later periods and are rarely homogenous in style. Small streets perpendicular to the Main Road North and the Old County Road, once lanes running beside farm parcels, received numerous small houses. Subdivision development became a major force in the Town, eventually moving in the 1980's into agricultural areas off the Main Road, Western Avenue and the Kennebec Road, and in West Hampden. The number of active farms declined steadily throughout the period since World War I.

The expansion of development into the remaining empty spaces in the Town center, on the Main Road, and into much agricultural land has completed Hampden's transformation into a "bedroom community" for Bangor and even for Orono, the location of the University of Maine. Despite this transformation and the pressure it has put on the Town's schools and municipal services, Hampden retains much of its old sense of neighborhood and known relationships, with doors still left unlocked, and families who have known each other through generations still active

in its institutions.

## **HISTORIC PRESERVATION EFFORTS**

**Overview.** Hampden has been extremely fortunate in receiving a series of survey grants, from the Maine Historic Preservation Commission through the National Park Service, to develop an inventory of the historic structures in Hampden. This inventory is invaluable in its use to evaluate the historic value of existing structures in Hampden. The Town has adopted an Historic Preservation Ordinance which establishes guidelines for the designation of properties, districts, and landmarks; which then would extend

### *Successful Re-use of Historic Structure*



the regulatory protection of the Ordinance. It is the intent of the Ordinance to protect those resources from inappropriate alterations, which would deter from the historic value and attempt to preserve them from possible demolition.

Since the adoption of the first district, there has been discussion of incorporating certain land use benefits with the historic designation. Whereas; many historic structures are large buildings with costly maintenance requirements, flexibility in use may provide additional financial benefits to offset those costs.

At the time of this plan, there is one district established, the Upper Corners District. The District is located along Main Road North, from the intersection of Western Avenue, north to the Souadabscook Stream.

## **PREHISTORIC ARCHAEOLOGICAL REPORT**

**Introduction.** The project reported herein includes a preliminary-level survey, involving the compilation of data on areas of high probability for encountering archaeological sites.

**Scope.** The geographical area considered has been limited to that of: The Kennebec Road to the Newburgh Town line, Route 202 and Western Avenue to Newburgh line from boundary of previous survey; also Shaw Hill, Miller, North County and Fowler Roads (includes Lake View cemetery). Coldbrook Road between Routes 1A and 202. Old County Road and Carver Road, Riverview Road, Marion Drive, Murphy Lane, Schoolhouse and Kelly Lane. Penobscot River corridor and mouth of intersection streams and possibly shorefront areas on local ponds...(MHPC Grant Application, Hampden Historic Preservation Commission)

**Activities conducted include:**

- Research of archaeological site survey records at the Maine Historic Preservation Commission in Augusta for data on known sites within the boundaries of Hampden or in adjacent areas;
- Development of a list of criteria for site location that may be useful for predicting areas of high probability for encountering sites; and
- Limited field inspection of high probability areas.

The following section contains a brief review of Maine prehistory. This information summarizes current understanding of prehistoric human land use in Maine over time, and contributes to developing criteria for site location.

**A Brief Review of Maine Prehistory (11,000 - 500 Years Ago).** The prehistoric cultural history of Maine spans the period from about 11,000 to 350 years ago. The former date approximately corresponds with the termination of the last glacial period; the latter roughly coincides with the beginning of intensive contact between Europeans and Native peoples. This long time period is divided into three major archeological stages: Paleo-Indian (11,000 - 9,000 years ago), Archaic (9,000 - 3,000 years ago), and Ceramic (3,000 - 500 years ago). These dates are approximate and are based on changes in material

culture (e.g., artifacts) and inferred settlement and subsistence patterns.

**Paleo-Indian.** The first inhabitants of Maine were people who moved into the state from the south and west following retreat of glacial ice around 11,000 years ago. These people were hunters and gatherers who lived in a tundra environment that may have looked like northern Alaska today. Sites of these people have been found in Maine associated with topographical features that were created during glacial retreat on well-drained sandy soils away from river valleys.

**Archaic.** Sometime after 10,000 years ago, tree species colonized the state and the Archaic stage began. The Archaic stage represents a more forest-adapted way of life. Sites are commonly found along waterways, which probably were major transportation routes and provided access to the interior.

Stone tools include many kinds of woodworking tools and it is hypothesized that many of these were used to make dugout canoes.

Sites of the Early and Middle Archaic periods (about 9,000 - 5,000 years ago) have been found in deeply buried (up to 3 meters deep) water-deposited soils along rivers and streams.

During the Late Archaic period (ca. 5,000 - 3,800 years ago), an important archaeological ceremonial tradition emerged. The Moorehead Phase (popularly known as the "Red Paint People") is the name used to refer to the many cemetery sites that have been discovered in Maine. Sites of this phase include burials of individuals with many finely-made objects (slate points, woodworking tools, plummets) and quantities of powdered red ochre. There are many such sites in the Penobscot River Valley and they are often found on gravel knolls or terraces overlooking waterways.

**Ceramic.** The Ceramic period ushers in the last phase of prehistory, when the technology for making clay pots was adopted in Maine. Again, sites of this time period tend to be associated with



waterways. Native people probably first used lightweight, mobile birch bark canoes for transportation during this time period, and this invention may have increased access to small streams and tributaries. Predictive models for site location often emphasize this aspect of Ceramic Period culture. Cook (1985) lists several criteria for site location that are based on the exigencies of canoe travel and concludes that most major interior campsites are located on the nearest level, best-drained ground near water confluences.

**Methodology.** Two avenues of research were consulted in order to compile data on known prehistoric archaeological sites within the Town of Hampden, or areas of high probability for encountering sites. The first source is the site survey files at the Maine Historic Preservation Commission. The second source is the extensive body of literature on Maine prehistoric archaeological research. This latter source has generated numerous models for predicting site location criteria through time. These models can be consulted in order to select specific areas within the Town of Hampden to survey for prehistoric archaeological sites.

**Site Survey Files Research.** The site survey records on file at the Maine Historic Preservation Commission in Augusta were first consulted, in order to determine if any sites had previously been identified in Hampden. According to Dr. Arthur Spiess, prehistoric archaeologist, MHPC, there are no known prehistoric archaeological sites within the Town of Hampden and no archaeological surveys have been conducted there (letter to author from Dr. Spiess, 2/26/93).

The site survey records were then consulted for records of known sites in adjacent areas. Specifically, records for areas along the Penobscot River north and south of Hampden were consulted.

There are many such sites, and information on their location, together with information on prehistoric land use and site location criteria available in the archaeological literature provide

a model for predicting areas for high site probability in Hampden (see Appendix 1).

**Models of Prehistoric Land Use and Site Location Criteria.** Locations of prehistoric sites are generally predicted on the basis of an environmental model that incorporates a variety of types of information from several disciplines including anthropology, biology, and geology. Maine archaeologists depend to some degree on historical experience to guide assessments of where to look for archaeological remains of past inhabitants. There is an ever-increasing body of literature that assists the decision-making process for evaluating the archaeological potential of any given parcel of land. Much of this information has been summarized and made accessible by Spiess (1991a, b, c, d; 1992a, b) in the Study Units for the State Plan for Prehistoric Archaeology.

There are several criteria that have proven to be good predictors for site locations. These vary through time, since environmental conditions and human responses to those conditions have changed over time. In general four factors are important:

- Proximity to canoe navigable water (coastline, lake, river, stream, or wetland) or fossil waterway;
- Surfaces with slope of less than 10% grade, such as river terraces, for example;
- Well-drained sandy soils; and
- In conjunction with one or more of the above criteria, proximity to a topographic feature such as a stream or river confluence, prominent point or peninsula that may provide easy access and panoramic views of the surrounding landscape, or relict topographic feature such as a high river terrace.

**Application of Site Location Criteria to Survey of Hampden.** These four criteria for site location potential were used to assess the probability of locating prehistoric archaeological sites within the Town of Hampden. Assessments were made by using 7.5 minute U.S.G.S. topographic maps.

Three areas were selected as high probability areas for prehistoric archaeological sites:

- The banks of Souadabscook Stream, particularly at its confluence with the Penobscot River;
- The mouth of Reeds Brook at its confluence with the Penobscot River; and
- The entire west bank of the Penobscot River within the town limits of Hampden and the geographical boundaries of this survey (described above) excluding the two areas listed above as high probability areas.

**Results of Field Survey from Identified High Probability Areas.** A brief survey of the high probability areas was conducted in late June. Only high probability areas were field checked, due to the time limitations of this project. The author was accompanied by Gretchen Faulkner, historic archaeologist, who was conducting a survey for historic sites. Gretchen was extremely helpful in sharing her research results on historic site locations. It appears that many of the areas that were first settled by Euro-American were those that are also sensitive for prehistoric archaeological sites. For example, Souadabscook Stream and Reeds Brook were sites of nineteenth century development in the form of wharves, mills, and hydro-power dams (G. Faulkner, pers. comm.: Hampden Historical Society 1976).

Survey work entailed a walkover of the bank at the mouths of Souadabscook Stream and Reeds Brook. In each case, the bank and shore were inspected for cultural material eroded from the bank. Results of foot survey are described here by location.

**Souadabscook Stream.** The north bank of the Souadabscook was reached via Dudley Street and Short Wharf Road. The outer portion of the north bank is known as High Head, and is a 40-foot high promontory offering commanding views of the Penobscot River. The bank is very steep and inaccessible here. The bank is much lower along Short Wharf Road and runs along what may be a former terrace of Souadabscook Stream. We walked the shore of a cove between High Head

and a second point to the northwest. One bi-face preform (a stone "knife" blank) 13 cm long and made of chert was collected on the shore. The object appears stained a dark gray-green from being submerged and probably eroded from the bank above. The artifact is not diagnostic of any time period within the archaeological record and can only be assigned to the general prehistoric period.

The south bank of the stream at the mouth is a low, level point. It is now the site of a private residence, and was a wharf - mill complex in the nineteenth century. This area may have had high prehistoric site potential, but long-term and significant historic development has probably severely impacted any sites that may have been there. We did not conduct foot survey there.

**Squaw Point.** Squaw Point is the local name for the point just north of Reeds Brook at its confluence with the Penobscot River. It is purported to be a spot where the Penobscot Indians came to sell baskets during the nineteenth century, and was a picnic area for local people (G. Faulkner, pers. comm.: Hampden Historical Society 1976). The point is now undeveloped and can be reached only by an abandoned road and footpath from the cemetery although a historic photograph depicts a large structure on the spot during the nineteenth century (Hampden Historical Society 1976). The point consists of bedrock ledges that jut into the Penobscot River. Iron rings for boat tie-ups are still visible in the ledges and a concrete fireplace is present on a level terrace behind the ledges. No prehistoric artifacts were found during surface inspection of the bank and shore. The south bank of Reeds Brook is a development of private dwellings. No foot survey was attempted there.

Aside from the two areas discussed above, the banks of the Penobscot River within the boundaries of this project are high and very steep and the shore is characterized by steep ledges. Both factors would act to make the bank inaccessible and therefore probably of low potential for prehistoric occupation.

**Turtle Head.** Another area that appeared to have site potential from an examination of topographic maps is Turtle Head. This peninsula lies just south of the Hampden-Bangor line east of Route 1A. It juts southwesterly into the Penobscot River and an unnamed tributary flows into the Penobscot there. The area has been heavily impacted by development: a marina covers much of the tip and evidence of gravel mining activities are extensive. Because of the extent of impact, no further work is recommended there.

**Other Potential Prehistoric Archaeological Sites.** There are a few areas within the town limits but outside the geographical scope of this project that may have potential for prehistoric archaeological sites because they possess one or more of the criteria for site sensitivity discussed above.

Hammond and Patton Ponds both have streams that feed out from them; in the case of Hammond Pond, Souadabscook Stream connects it with the Penobscot and another unnamed stream connects it to Hermon Pond. There is a mixture of both high and dry and marshy areas surrounding the ponds. Souadabscook Stream becomes narrow and shallow upstream from its mouth, but is still canoe navigable at least during spring high water (G. Faulkner, pers. comm.).

Finally, there are numerous gravel pits identified within the Town of Hampden. As discussed above, such topographic features adjacent to water have been associated with the presence of Late Archaic Moorehead Phase burial sites. In the past, the State Historic Preservation Officer has required archaeological testing of some gravel pits along the downstream portion of Souadabscook Stream. Gravel pits within the Town of Hampden and near a stream, brook, pond, or marsh should be considered sensitive areas for prehistoric archaeological sites.

## **HISTORIC ARCHEOLOGY**

Beginning in the early 16th century, European explorers ventured up the Penobscot River, some

to the limits of navigation in Bangor. Following these initial voyages, it was not until the 1620s that attempts to establish European settlements on the Penobscot River were undertaken. In 1629, the Plymouth Colony constructed a trading post in Castine, which they operated until 1635. Following the Treaty of Breda, the French seized the Plymouth post and constructed major fortification, Fort Pentagoet (1635-1674). During most of the seventeenth century the Penobscot remained under French control and was an integral part of Acadia. In conjunction with Fort Pentagoet, several subsidiary posts were established further upriver, including Negue, a trading post, which was located above the falls in Veazie. Despite this activity, there is no indication of any seventeenth century European attempt to settle in Hampden. (Faulkner and Faulkner, The French at Pentagoet 1635-1674, 1987: 14-29.)

Although Europeans did not establish settlements in Hampden, the Native American population of the Penobscot drainage had particular interest in this area. A seventeenth century map produced during the Dominion of New England period (1685-1689) indicates that the Souadabscook Stream served as the major transportation route between the Penobscot River and the Kennebec River. The portion of the route in Hampden includes the Souadabscook Stream, Hammond Pond and Hermon Pond. As this system served as a major canoe route from one drainage to the other, it would be anticipated that contact sites would be associated with this system.

Other potential sites are identified by Fannie Hardy Eckstorm in her Indian Place Names of the Penobscot Valley and the Maine Coast, p.6-7. She discussed three locations in town that Native Peoples had specifically named: Eda'la-wi'kek-had'imuk or Wanagames'wak Eda'la-wikhegee'dit (Hampden Narrows); Sawad-apsk'-ek (the Souadabscook Stream); and Tolb-untb-es'sek (Turtle Head, the high glacial sandbank in East Hampden).

Turtle Head has been extensively altered by gravel pits and recent development. The shorefront about

the mouth of the Souadabscook Stream has somewhat greater potential for contact period sites despite alteration of the shorefront in this area also. A brief walkover along the shore abutting Short Wharf Road yielded evidence of prehistoric use of this area.

**18th Century.** The Indian Wars (1676-1713) severely disrupted colonial settlement in Maine. At the conclusion of the wars, Acadia, including the Penobscot River, was ceded by France to England. Yet, it was not until the construction of Fort Pownall (Fort Point, Stockton Springs) in 1759, that British settlers began to filter up the Penobscot River.

Hampden's first colonial settler, Benjamin Wheeler, came in 1767 and settled at the mouth of the Souadabscook. Wheeler is listed along with other early settlers in a report sent to General Knox by Jonathan Stone, who surveyed the region in 1786.

Stone lists the following Hampden pioneers: Richard Cary [Carey], Samuel Cary [Carey], Simeon Gorton, Amos Dole [Doane], John Emery, Abner Crosby, Joshua Pomroy, Sanborn Blaisdell, Benjamin Wheeler, Goodwin [Goodin] Grant, Elisha Grant, Elihu Hewes, John Crosby, [Freeman] Knowles, [Israel] Hopkins, Simon Smith, Nathan Myrick, Col. Newcomb, James Philbrooks, Jesse Harding, Jonathan Philbrooks, Arch Harding, Nathaniel Harding, Abisha Higgins, Joshua Hardin [Harden], and Daniel Tibbits. These individuals were all "on settlements improved by themselves or others before the commencement of the late [Revolutionary] war." (Bangor Historical Magazine vol. 2, 1886: 25-32.)

During the Revolutionary War, Hampden's settlers abandoned their homesteads. According to historian William D. Williamson, settlers fled to the towns of Woolwich and Falmouth in 1779 to escape British raids up the Penobscot. In 1783, most of these individuals returned to Hampden and "resumed the settlement of the place." (The History of the State of Maine, 1832: 556).

From 1774 to 1794, the Town was variously referred to as Wheelersborough, Wheeler's Mills or Souadabscook Plantation. In 1794, the plantation was incorporated as the Town of Hampden. Between 1783 and 1796, settlement of the Town proceeded rapidly and by 1796, when Ephraim Ballard surveyed the township, there were few areas in the township that had not been claimed. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 5-9.)

Associated with this period are four maps: the des Barres map drafted prior to 1778, depicts eight structures in Hampden; the Jonathan Stone Plan of 1786 notes the location of Wheeler's Mill; a map of the "Town of Hampden" (1795), also notes Wheeler's Mill; and Ephraim Ballard's "Plan of Hampden" (1796) shows the distribution of lots within the Town. As there was a great deal of land speculation, it is not clear which of the parcels represented on the Ballard plan were improved and which were not.

### **Areas of High Probability for Encountering Eighteenth Century Archaeological Sites:**

Several extant 18th century structures in Hampden have been identified by Deborah Thompson in her "Hampden Historical Structures Inventory." Thompson's data, historical documentation and early maps utilized in this survey indicate that Hampden's eighteenth century sites were located along the Penobscot River from the Town line of Bangor to the Town line of Winterport and along the Souadabscook Stream and in the vicinity of Reeds Brook. The Penobscot's banks are especially steep in Hampden. Consequently, most of the Town's houses were not constructed near the River, but were associated with local road systems which correspond to the present day Route 1A, Old County Road, the Kennebec Road and Route 9. Somewhat easier access from the Penobscot River can be found in the vicinity of Dudley Street, Elm Street, Summer Street, Cottage Street and Ferry Street-areas where wharves were constructed.



Later use of land for gravel pits (indicated on USGS Topographic Maps) and construction has undoubtedly eradicated archaeological sites, particularly on Turtle Head, High Head and along certain areas of the Souadabscook. Some specific sites, which warrant further investigation are listed below:

**Benjamin Wheeler Homestead and Grist Mill.**

Prior to the Revolution, Benjamin Wheeler constructed a grist mill near the junction of the Penobscot River and the Souadabscook Stream. This first mill was apparently destroyed or abandoned when the stream changed its course, leaving the mill and an adjoining ledge high and dry. Sometime before 1786, a new grist mill and saw mill were constructed further up the stream on "the Basin." According to one of Wheeler's descendants, Fannie Hardy Eckstorm, the original homestead was a "log hut," located "where the house owned by Mr. Dunham now stands." (Bangor Daily Commercial, April 23, 1910.)

**Town Hall (1797-present) 1A.** The first meeting house's construction was completed in 1797 and the area in back of the structure was set aside as a "burying place," although this area had been used as a cemetery since 1779. The original meeting house was 55' long, 40' wide and 21.5' tall. This structure was replaced in 1872 by a new Town Hall and the "old house and granite" were sold. It is unclear what archaeological potential this site has, due to subsequent construction. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 12-13; 28; 32.)

**Shipyard.** In 1783, the Dispatch was built in Hampden for John Crosby. This ship was the first vessel constructed in Hampden and at least four others were built there before 1800. Hampden's earliest shipyard was apparently located at the end of Elm Street East near Long Wharf. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 69.)

**Wharves.** Although no specific information was found pertaining to eighteenth century wharves, several wharves, located at the mouth of the Souadabscook and at the mouth of Reed's Brook, are shown on nineteenth century maps. It is likely that these structures,

particularly Long Wharf, were originally constructed in this period.

**Penobscot Expedition.** Another potential site for this period is associated with the Penobscot Expedition. In 1779, two American ships, the Vengeance, a vessel of 24 guns, and the General Putnam, a vessel of 22 guns, were destroyed by their crews in the river opposite Hampden. (History of Penobscot County Maine, 1882: 37.)

**19th Century.** The nineteenth century development of Hampden is well-documented through historical records and maps. In addition, numerous early nineteenth century structures have been inventoried by Deborah Thompson in her "Hampden Historical Structures Inventory."

Of particular interest to this survey were three detailed maps of Hampden. The first, a plan dating to 1842 focuses on the property boundaries within the Town, while the other two indicate the location of structures and their owner's names in 1859 and in 1875. The 1859 and 1875 map chronicle residential, commercial and industrial growth within the community.

**Areas of High Probability for Encountering Nineteenth Century Archaeological Sites.** Nineteenth century sites are scattered throughout Hampden; although, subsequent commercial development in East Hampden and along Route 1A has destroyed some sites. Gravel pits have undoubtedly destroyed others. Below are some specific sites which warrant further investigation:

**Crosby Warehouse (1807-1915) Corner of Elm Street and 1A.** This brick 3-story structure constructed in 1807 served as the warehouse for the Crosby family's mercantile enterprises. During the War of 1812, British forces camped there after the Battle of Hampden (1814). Prominent citizens were held as hostages in the warehouse when the British sailed up river to Bangor. In later years, the structure was used as a shoe factory, a store, and finally as a garage. In 1915, it burned and then was demolished by the Town. No subsequent development of the property has occurred. This

site warrants testing as it was the center of early commercial activity in Hampden. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 85.)

**Wharves.** Crosby Pier or Long Wharf located at the end of Elm Street on the Souadabscook Stream. John Crosby was one of the early settlers of Hampden (c. 1771). For his trading activities with Europe and the West Indies, he constructed a wharf at the foot of Elm Street. The wharf was apparently constructed in the late 18th century and during the Battle of Hampden in 1814, two batteries were set up on it. In addition, the US Adams was blown up in the vicinity of the wharf by Captain Morris in 1814 (ME 188-001). (The Journals of John Edwards Godfrey 1863-1869: 114.)

**Short Wharf.** The 1859 map of this area also locates a wharf on the opposite bank of the Souadabscook which apparently was associated with a nearby grist mill and a saw mill. This wharf does not appear on the 1875 map.

**Steamboat Wharf and Thomas Wharf at the end of Ferry Street on the Penobscot River.** In 1833, a group of Boston merchants established the Boston and Bangor Steamship Company (Historical Sketches of Hampden, Maine (1976: 76-79). Prior to 1859, Steamboat Wharf was constructed, at the end of Ferry Street, to provide a landing for the steamships in Hampden. Two smaller wharves are shown on either side of Steamboat Wharf in the 1859 map. In the 1875 plan, two wharves remain-Steamboat Wharf and Thomas Wharf. Activity in this area of Hampden's waterfront appears to have been greater in 1859 than in 1875.

**Rogers Wharf (Reeds Brook).** Rogers Wharf was constructed at the mouth of Reeds Brook, prior to 1859. The wharf is also depicted on the 1875 map along with Arey's Wharf, which was located somewhat further down the Penobscot.

**Shipyards.** Between 1783 and 1871, at least 83 ships are listed as having been built in Hampden.

Two shipyards are shown on the 1859 map: one in the vicinity of Reeds Brook and the other, Tewekesbury Shipyard, in East Hampden. No shipyards are noted on the 1875 plan. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 69-74.)

*Steamship Bangor*



Extensive waterfront development in East Hampden has most certainly caused extensive disturbance of Tewekesbury Shipyard. Of the two shipyards, Reeds Brook shipyard has greater archaeological potential.

**Mills.** Mills in Hampden included water-powered mills associated with the Souadabscook Stream and steam-powered mills which were located near the Penobscot River. It should be noted that there were several mills in East Hampden at Turtle Head, including the Roberts Steam Mill and its successor, the Sterns Lumber Company. Subsequent development of Turtle Head has significantly disturbed these sites. A discussion of sites with greater archaeological potential follows.

**Souadabscook Stream Mouth.** The area of heaviest concentration of mills was at the mouth of the Souadabscook. Following Benjamin Wheeler's early ventures, others constructed mills in this area. In 1859, two saw mills and a grist mill are noted. In 1875, Crosby and Dudley families owned two grist mills and a carding mill.

#### **Souadabscook Stream Proper**

**Paper Mills.** Hampden's paper mills were located above the bridge built from Elm Street West across the Souadabscook. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 85-86.) The first paper mill in Hampden was constructed by Benjamin Crosby and Charles Willey in 1835. In 1859, the mill is shown along with a boarding house, which was located on the other side of the stream. In 1875, only J. and B. Crosby and Co. Paper Mill is shown. In addition to the J. and B.

Crosby mill, there was also a second paper mill, Crosby, Holt & Company operating in 1882. These two mills were said to have produced 5000 pounds of book paper and newsprint per day. (History of Penobscot County, 1882: 373-374.)

**Astes and Whittier Foundry.** Founded about 1840, this foundry was apparently the first in Maine to produce cast-iron stoves-the Hampden "Three Boiler Stove." Located above the Crosby and Willey Paper Mill, it was abandoned (c. 1850) when its lease on water privileges ran out and could not be renewed.

Several small saw mills were located further up the Souadabscook and on its West Branch. These include Manning Mill, Emerson Saw and Shingle Mill (shown on 1875 map), Godell's Mill (shown on 1859 map) and many others that were noted, but not specifically named.

**Penobscot River.** Preliminary plans (c. 1835) for a steam mill, located at the foot of the road to the shore and Ferry Way, are on file in the Penobscot County Commissioners', Planbook 1, p. 98. This mill is not shown on either the 1859 or 1875 plan of Hampden.

**T.R. Wasgatt Jr. Steam Mill.** This mill was located near the foot of Cottage Street and was shown on the 1875 plan of Hampden.

**Silver Mines (1880).** Hampden's silver mines are well documented in the Maine Mining Journal (1880) and by information in the Hampden Historical Society's files, under "Mines" and "Silver Mines." A great deal of speculative activity was associated with these mining ventures. In 1880, the capital stock of the Consolidated Hampden Silver Mining Company was valued at \$1,000,000. Records indicate sporadic mining at each of these sites, in some cases, continuing into the 20th century. Remnants of mining-shafts filled with water and rusted equipment--are said to still mark these sites. These areas were not examined in the field.

**Silver Drift Mine.** Located on the West Branch

of the Souadabscook near Manning Mill.

**Lawrence Silver Mine.** Located on the Thayer Place on Route 9.

**Fowler (Norembega) Silver Mine.** Located on the property of Lyman Fowler. This mine was featured in an article in the Bangor Daily Commercial (February 17, 1952). Shafts and equipment were still visible at that time.

**Consolidated Hampden Silver Mine (Hampden Silver Mine and Dunton Mine).** At least seven distinct shafts were opened on the Dunton property, one of which reached over 200 feet.

NOTE: Both 18th and 19th Century archeological sites are included in the Plan.

## **HISTORIC PRESERVATION PLAN**

### **Goals.**

- To preserve and maintain sites and structures that serve as significant visible reminders of Hampden's social and architectural history.
- To contribute to the economic development and vitality of Hampden neighborhoods.
- To preserve and enhance the character and livability of Hampden's neighborhoods and strengthen civic pride in the community.
- To integrate historic preservation into Hampden's overall planning program.

Since 1989, with the adoption of a local Historic Preservation Ordinance and establishment of a Historic Preservation Commission, ongoing historic resources inventories have evaluated well over 800 structures 50 years old or older. Hampden's Ordinance qualified the Town for Certified Local Government status which makes available additional funds from the National Park Service. Hampden has done reconnaissance level archaeological investigations as well. The Town has long been served by the Hampden Historical Society located in the Martin Kinsley House on Main Road South.

**EXISTING PRESERVATION ORDINANCE**

The existing Historic Preservation Ordinance establishes the Historic Preservation Commission and its duties. The Ordinance establishes the procedures for adding structures or districts (groups of structures) to the list of those elements protected by the Ordinance. Finally, the Ordinance outlines procedures for review (Certificate of Appropriateness) by the Commission when a listed structure is proposed for alteration or demolition.

**Community Asset.** Historic preservation has multiple values to the community. Most of these structures represent exquisite examples of period architecture which have a high market value. The clusters of historic buildings provide a strong and stable neighborhood influence. The historic structures provide a living history and educational workshop for Hampden students.

**Historic areas and landmarks.** The two most noteworthy areas of significant historic value in the development of Hampden are the upper and lower corners. Coincidentally, these two historic corners are at most risk from significant alteration or impact. Both primary cross roads are impacted by heavy traffic flows, which often lead to widening. Further, both these areas fall within Business Districts subject to demolition and reconstruction of more modern highway service uses. The former homestead of Hannibal Hamlin was razed and the site converted to a gasoline service station in the late 1950's. Presently, the Upper Corner falls into the protected status as a historic district under the provisions of the Historic Preservation Ordinance. Adjacent areas of Western Avenue fall within the Village Commercial District which does regulate, to some extent, exterior appearance. Other structures which warrant local and even national attention and protection from inappropriate alterations are shown on the "Historic Resources Plan."

Since the adoption of the first historic district, there has been discussion of incorporating certain land use benefits with the historic designation.

Whereas many historic structures are large buildings with costly maintenance requirements, flexibility in use may provide additional financial benefits to offset those costs.

At the time of this plan, there is one district established, the Uppers Corners District. The District is located along Main Road North, from the intersection of Western Avenue, north to the Souadabscook Stream.

**Archaeology.** Hampden has conducted historic and prehistoric archaeological investigations. Those surveys were basic level analysis of possible sites of archaeological value. Those areas, as identified in this Plan, should include notification to the Maine Historic Preservation Commission and local historic preservation commission as part of any development activity review.

In order to achieve the goals stated above, historic preservation needs to be fully integrated within the Town's long term plans and land use regulations. The following recommendations should be considered:

**IMPLEMENTATION STRATEGIES**

- Develop site plan review standards concerning development impacts on identified historic structures and districts.
- Develop Zoning Ordinance standards to adjust land use density and parking provisions for historic properties.
- Notify the Historic Preservation Commission (in writing) when Planning Board or Town Council action is required for development permits on activity within 300 feet of an identified historic structure or district.
- Develop appropriate public improvement standards for street widths, curbs, sidewalks, street lighting, civic spaces, and signage within historic districts.
- Utilize and administer low-interest loan programs for rehabilitation of historic properties potential funded by CDBG funds..
- Support the work of the Commission through continued annual appropriations and create reserve accounts for rehabilitation projects.



- Nominate important buildings for the National Register to bring attention to important houses and barns, etc.
- Identify at-risk areas that can and should be preserved.
- Identify scenic vistas and other land areas that are considered irreplaceable, such as long views across the Penobscot and those from state highways.
- Prioritize the standards by which open space is accepted or purchased by the Town under the Subdivision Ordinance.
- Use public funds to purchase important open spaces through to subdivision process and by other means.
- Identify beneficial reuses for historic structures with as little detrimental impact to the building as reasonable possible.
- Use creative signage in the historic districts to create awareness of important historic structures.
- Eliminate Maine Travelers Information signs from historic districts.
- Develop a more "user friendly" Historic Preservation Ordinance

**COMMUNITY CHARACTER**

**Overview.** Hampden's existing "town character" is seen in the scattered historic homes mixed among the newer structures in the intervening space. Town character is in street pattern and open spaces, commercial and industrial areas, and the rolling open farm land just beyond the urban core. Hampden's character today stems from its historic development as a riverine community of mills and shipping merchants and as a rural New England farming community.

That character is evident today in the historic development pattern of the upper and lower corners, the historic residences, churches, civic buildings, and the attached farm buildings and rolling farmlands just outside the urbanized area. In parts of Town, historic structures are scattered because modern development has whittled away at the once large tracts which used to abut. In other parts of Town, historic structures are

*Farm Fields*

clustered together as in the upper and lower corners. While some structures have been lost or significantly altered over time, many remain as they were centuries ago. As the Town grows and develops, streets are widened and straightened and buildings are altered or demolished to make way for newer structures, parking lots, and passing lanes. The intent of this section is to identify elements that generally, and specifically contribute to the Town's character. The plan will also recommend means to preserve and enhance those elements identified.

**VALUE**

As many residents strongly value Hampden's small town, rural character the Town's development guidelines should seek to preserve and enhance those characteristics. What is the value of preserving and promoting town character? Every community is different in its origins. Every community has differing goals for future development. In developing land use regulations; road standards, building height and setbacks, we are impacting the physical appearance of

the community. Recognizing Town character as an unique element impacted by those policies and regulations will aid us in designing policies which will promote those objectives. Hampden, as discussed in the

*Harmony Hall*

Land Use Section of this Plan, has adopted some measures which will help protect its natural resources. The Town's zoning, which encourages development in limited and concentrated areas, perhaps, is the most tool protecting natural resources. However, the remaining forests and open space, found primarily in the Rural District, could be severely impacted by accelerated subdivision and development activity on relatively small two acre tracts. The shoreland zoning, resource protection, and wetland alteration regulations and restrictions will help preserve fragile natural and undeveloped parts of the Town.

*Typical Subdivision*

Those areas currently served by public sanitary sewer and the expansion plans for that sewer will naturally limit and direct certain types of development. However, new incentives must be considered to encourage clustering and open space preservation in future development if the resources of Hampden are to be protected over the long run.

**Town Center.** The Town center concept was initially developed in the 1986 Comprehensive Plan as a new commercial district which would provide for compatible retail and service business along Western Avenue. In 1990, the Town Center Committee decided on a Village Commercial Zoning District as a means of achieving those ends. The district was designed to serve local shopping needs with a variety of retail and service establishments. One goal of the Town Center Plan was to improve pedestrian traffic. The district regulates basic

building elements such as roofs, siding, and glass area. Builders are encouraged to construct structures close to the street and provide parking in the rear or side yards. Due to the mixture of residential and commercial uses, lighting and signage were strictly regulated. At the time Village Commercial was developed, there were no adopted Historic Districts. Now, where the zoning district overlaps and abuts the Historic District, the Historic Preservation Commission should advise the Planning Board on appropriate building design where applicable.

It is recommended that the Village Commercial District be extended and expanded to other areas which would benefit from the preservation of traditional village center uses and building design. The Lower Corners and portions of the Main Road may well be served by this district. At the least, any expansion of commercial zoning in those areas, in close proximity to residential uses, should be directed to Village Commercial.

The second element of "Town Center" development ought to be associated with public improvements. Both the Upper and Lower corners would be well served by improved public amenities. The provision of public parking and streetscape improvements would add to the intent and goal of a pedestrian oriented district. It is recommended that the Town review the potential for acquisition and development of certain parcels for public parking to serve those parking deficient areas. Additional funding may be accessed by designing such lots to serve as park & ride locations (See Transportation Section).

**Community Landscaping.** It is recommend that an annual program of tree planting be undertaken to maintain green urban community. The Town should continue to support and encourage the efforts of the Conservation Committee and Garden Club for their beautification efforts. In commercial and industrial areas large parking areas should be screened by natural vegetation. In addition; large, expansive parking areas should provide a minimum of 10% vegetated space.

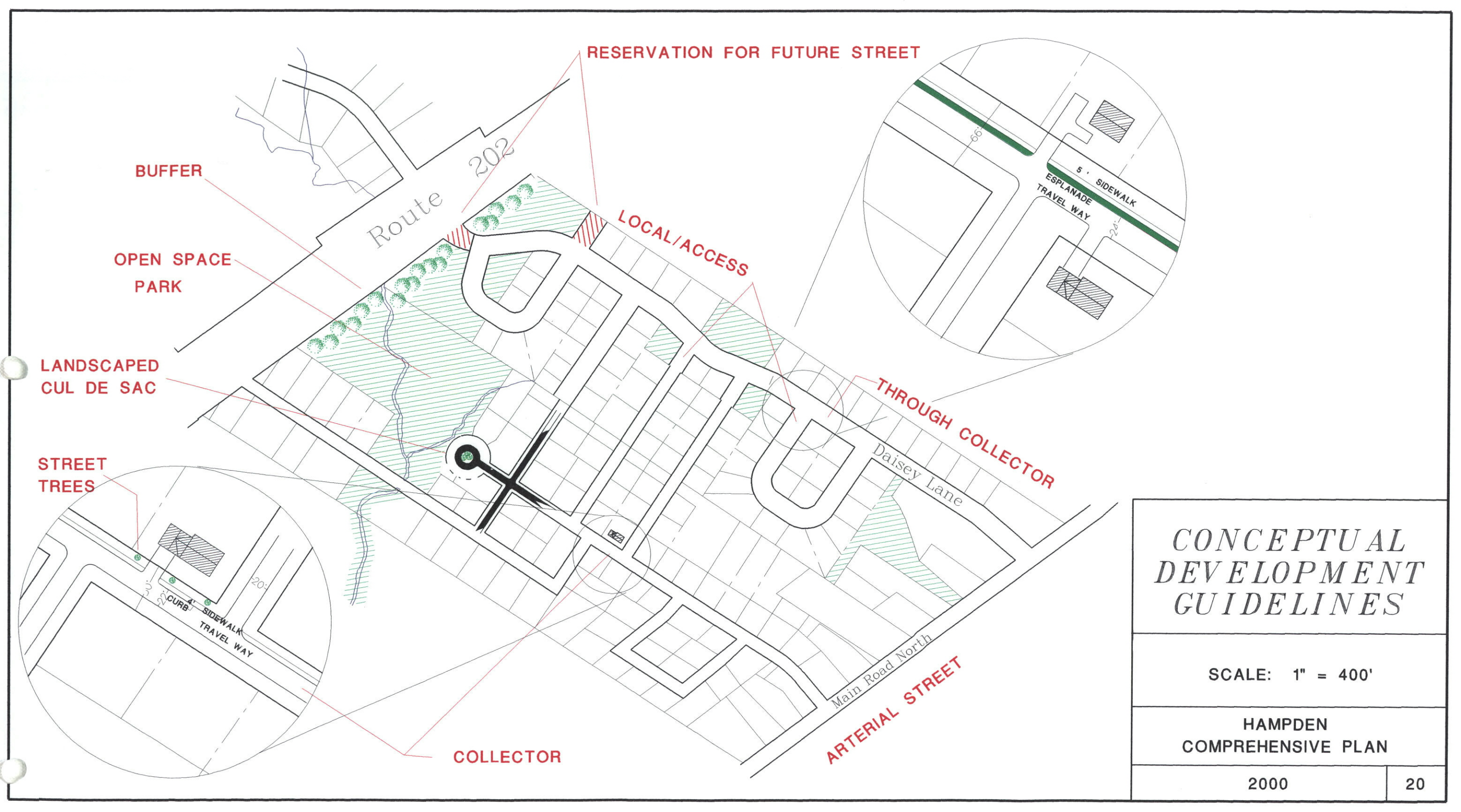
**Residential Neighborhoods.** As one participant from the Visions, Values, and Vittles forum suggested, we should strive to build neighborhoods not developments. Hampden's character is made up of historic

neighborhoods like: Cottage Street, Summer Street, and Pleasant Street; post war developments such as: West Brook Terrace, and modern day developments such as: Colonial Heights and Greeley Farms. Some of the underlying differences between developments and neighborhoods are in subtle design elements: provision for pedestrian movement, available public or civic space, and scale and proportion of houses relative to the street.

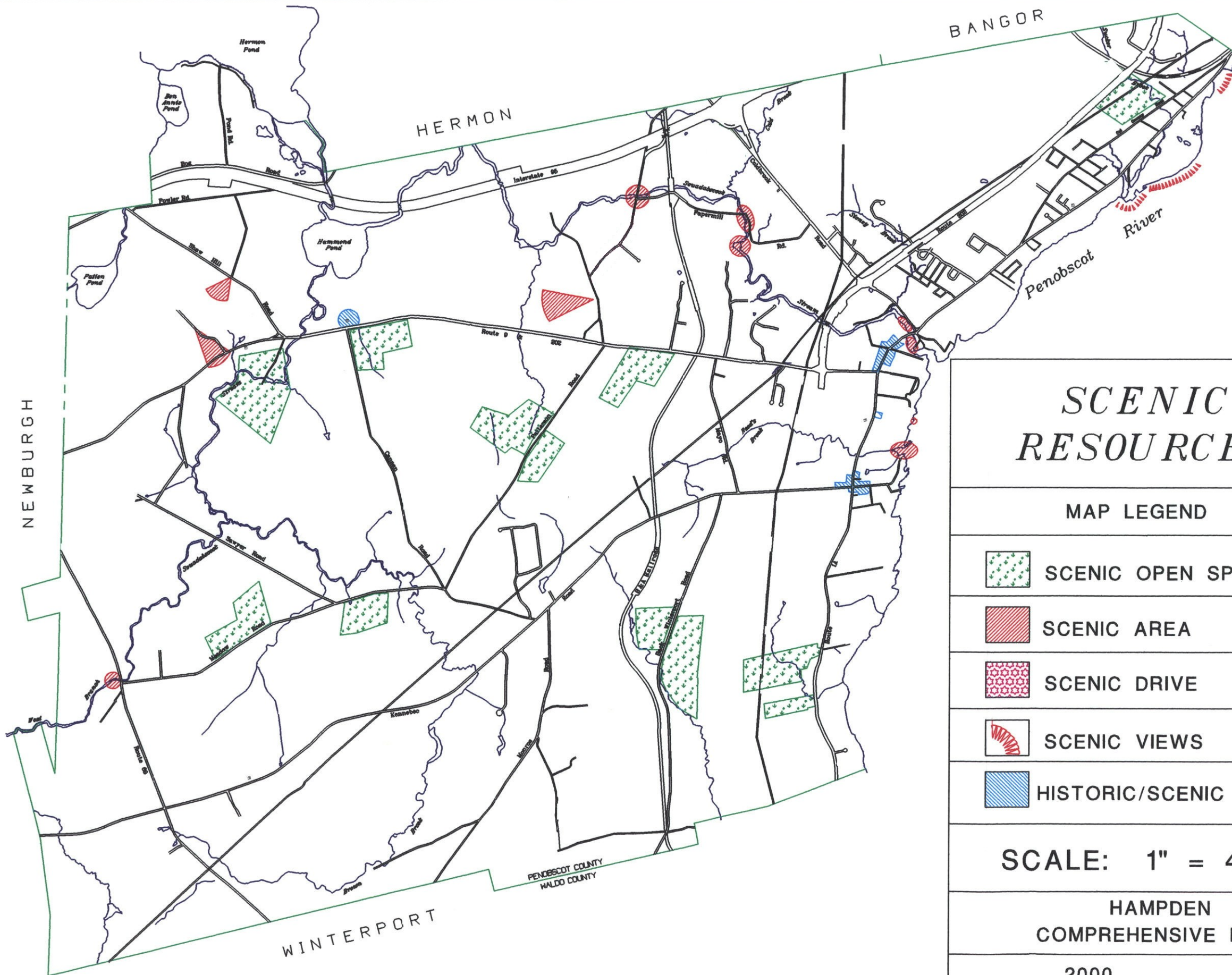
Another element of Hampden's character is the existing town development policy standards for new development. The layout and design of subdivisions shape the neighborhoods we live in. Recent developments have provided a barren, unattractive environment for our new residential homeowners. Subdivisions are developed with wide right of ways and extensive setbacks, providing little to enhance the feeling of neighborhood or community. The houses are further separated via moat like drainage ditches, which further limits and discourages the ability to socialize with neighbors. The land area from the pavement, devoid of sidewalks or trees, and the open drainage systems are difficult to maintain. Residential front yards become an unattractive and unusable portion of the parcel. Street right of ways need to be reduced where possible along with provisions for pedestrian access, enclosed drainage systems and tree planting. As demonstrated in the Transportation section, local access streets and collectors with sidewalks can easily be accommodated within a 50-foot right of way. Where necessary, cul-de-sac design standards should be reduced to a 35-foot minimum unless an internal island is included. The design guidelines should encourage creative design and not promote the minimum allowable. Development in wooded and partially wooded sites should be encouraged.

**Rural Character.** While rural character is one of the first things mentioned by residents as to why they live in Hampden, we presently have no long term plan or policy to preserve and protect our rural character. Rural character is described by many as the bucolic and pastoral setting of the rural country side, the rolling open hillsides framed by forest edges, the extended architecture of the farmsteads, domesticated animals grazing in the meadow, long stretches of stone walls leading into the woods, row after row of corn swaying









# *SCENIC RESOURCES*

## MAP LEGEND



SCENIC OPEN SPACE



SCENIC AREA



SCENIC DRIVE



SCENIC VIEWS



HISTORIC/SCENIC AREA

SCALE: 1" = 4,000'

HAMPDEN  
COMPREHENSIVE PLAN

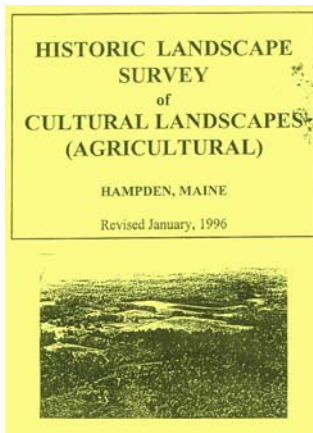
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in the breeze, etc.

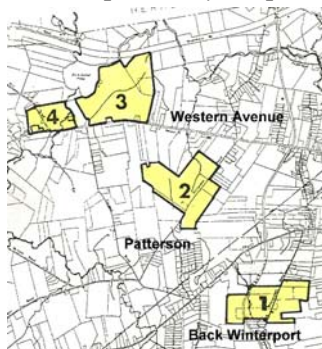
The ambiance of rural Hampden, and the desire to live outside of an urban area, has brought many homeowners and a few developers to the rural area. Unfortunately, the traditional rural land uses and the newer residential homeowners don't often mix well. Aside from developing what was once vacant open land, homeowners often object to timber harvesting, odors from farming activities and mineral extraction activities. The cumulative impact of uncontrolled rural development results in loss of the very amenity sought by residents.

The key element in preserving Hampden's rural character is recognizing the value and purpose of rural areas. The Town had an analysis of historic rural landscapes done in 1996. The study looked at six farms, on four sites totaling 1,189 acres that were found to have substantial historic site integrity. Those farms found to be of National Register quality were



documented with additional photos and sketches. The farms in the study were the (1) Couillard Farm, Back Winterport Road, (2) Patterson Farm, Patterson Road, (3) Deighan Farm, Western Avenue, and (4) Wiseman Farm, Shaw Hill Road. Future land use planning should carefully seek to protect the historic structures and vistas from cookie-cutter style subdivision activities and instead utilize more progressive cluster development styles that take better advantage of historic open spaces.

*Landscape Survey Map*



Rural portions of Hampden should

primarily support traditional agricultural and forestry activities. The Zoning Ordinance and other land use regulations should provide for these activities as the first priority. Residential dwellings should be a secondary use. Land use regulations alone may not be enough to promote and preserve agricultural uses. The Town should to support existing tax relief programs for agricultural uses (farm and open space programs and tree growth programs). If the community as a whole values these uses in the community than they must be willing to support efforts to preserve them. Continued market forces which seek to suburbanize Hampden's rural areas will force active farming out of town due to restrictions and rising land values. Not only does the community value agricultural uses, these uses (e.g., farming, animal husbandry, and forestry) tend to have a lesser demand on municipal services.

Land Use regulations which place additional burdens on agricultural uses should be carefully limited. Limited retail sale of farm products (farm stands) grown on-site should be allowed. However, additional provisions for larger scale agricultural marketing as conditional uses are warranted. Examples of larger scale activities are: nurseries, "you pick" orchards and berry farms, Christmas tree farms, horse stables and riding schools. Other outdoor recreational uses such as golf courses, shooting ranges, and cross county ski areas should be allowed as permitted uses.

New non-agricultural development which occurs should be directed to wooded tracts or areas of least visual impact. Subdivision plans should follow or preserve existing farm roads as trailways. Existing stonewalls and tree rows should be incorporated in lot and road designs. Similarly the subdivision guidelines need to be flexible to allow such compatible design. Rural roadway standards need to be different from urban roadway standards given their generally lower traffic volumes. Cul-de-sacs should include landscape elements if rural character is to be preserved. Consideration should be given to shared driveways for a limited number of residences where open space consistent with the comprehensive plan could be preserved and the impact an local maintenance cost of a public street could be avoided.



Current spot zones for rural businesses should be eliminated and replaced with directed provisions within the rural district itself to allow broadened on-site home based rural businesses of limited scale within specified design standards. Multi-unit housing should be limited to attached dwellings with densities equal to those of single family dwellings. Urban uses (such as schools, nursing homes, mobile home parks) which require municipal services, should be directed to urban portions of Hampden.

### **RURAL DEVELOPMENT POLICY**

The rural portions of Hampden, those areas beyond the fully serviced and planned service areas should be intended primarily for agricultural and farming uses, forestry, mineral extraction and other open space uses. Such uses are to be undertaken compatibly with existing uses, wildlife, and environmentally sensitive areas in consideration. Residential housing should be a secondary use in the rural area and developed in a manner which does not detract from the rural qualities of the environment. Housing should be encouraged in wooded areas where their visual impact is buffered. Provisions which preserve open space and develops rear land should be encouraged, such as cluster development and shared driveways. Development standards for roadways should not be transplanted urban standards, but designed to fit the level of use and rural landscape.

Open spaces uses such as outdoor recreation and farming should be encouraged. Active agricultural operations add a great deal to the appeal of Hampden's rural areas. As such these uses should be encouraged and given as much operating flexibility as possible. To that end, farm stand uses, U-pick operations and other wholesale/retail functions should be allowed. Golf courses, riding schools, and other open space-based activities should be encouraged.

Housing forms larger than duplexes should be carefully evaluated in the context of two acre lots. Intuitively, planners doubt if well and septic is

typically adequate when siting eight residential units on four acres. (There is much direct evidence to prove that eight single-family homes on four acres is leads to failed septic systems and contaminated ground water). Such developments may be viewed more favorably when accompanied by significant open space. Smaller lots, or development flexibility should be allowed where the corresponding open space preserved is in keeping with the rural landscape. Multi-unit facilities and mobile home parks ought to be directed to urban service areas where the related infrastructure and services are available. State mandated density standards make mobile home parks out of scale in rural areas of Hampden and only should be considered if those existing regulations are changed.

Other nonresidential uses which serve the needs of rural residents should be allowed provided they are compatible with the scale, densities, and intensity of other rural uses. Churches, schools, private clubs, recreational facilities and other similar nonresidential uses should not be displaced urban uses in a rural setting. Special care in the site design and architectural forms is critical to allow these uses to blend into the rural landscape. Large facilities serving populations greater than the rural population ought to be located in urban areas where such ancillary services are available such as, mass transit, sidewalks, public sewer and water service.

### **SCENIC INVENTORY**

As part of our analysis of Town Character, a public forum was held specifically on this topic. Residents reviewed and were asked to rate scenes of rural Hampden and elsewhere as to their compatibility. In addition residents identified specific "favorite scenic areas" on a map. With this input, the Comprehensive Planning Committee put together the following inventory.

**Elements of scenic areas.** One of the key elements to describing an area as scenic is visibility or access. Areas which may be very scenic but are isolated and hard to get to do not

get mentioned in such a survey. While brooks, streams, and ponds rate highly as scenic, it is only where they are visible by the public (close proximity to streets) that they become identified. Similarly, after the construction of Deer Hill Lane it was discovered that the panoramic view of the golf course from the road was an asset. Previously, the wooded hillside provided no access to the view. Streams, brooks, and ponds will be listed as potentially scenic areas although at this time there may be no specific means of public access. Attempts to enhance or preserve the visual quality of a stream may be too late after development takes place. Rather, such considerations should take place during the development review process. The second element in scenic areas is diversity. While open land rates well due to its visual openness, open land which is bordered by wooded areas provides greater visual interest. Endless open fields can prove of little scenic appeal while pockets of open land within wooded areas provide greater visual interest. The same is true for wooded areas; small stands of trees have a greater visual appeal than a vast forest.

Traditional farm architecture (e.g., barns outbuildings, and fence lines) and domesticated farm animals all rate highly in visual appeal. Interestingly, the clutter of numerous buildings and farm equipment in various stages of repair does not adversely impact the rating of farm properties although outside of that farm setting such clutter rates negatively as a semi-junkyard.

The scenic inventory - as identified in plan form - identifies the following scenic area types:

- Scenic Open Space - farm and open land
- Scenic Views - short and long range views and vistas
- Scenic Drives - roadway stretches which have scenic value
- Historic/Scenic Areas - scenic areas which have a historical element
- Scenic Areas - locations of local scenic interest



**Historic Land Use Trends.** Hampden's early development pattern grew out from its corners, that is, Upper Corner, Lower Corner, Arey Corner, and Nealey Corner. A number of important homes remain in each corner constructed by the start of the nineteenth century. Mapping from the mid 1800s suggests that the Lower Corner was well established with public facilities such as: the ferry landing at the end of Summer Street and the Methodist Church and Universalist Chapel (now Harmony Hall). The Upper Corner was also well established and had the Baptist Church (now an apartment house) and the Congregational Church and the Academy. Between the two were the cemeteries and the Town Hall, on the Main Road.

Hampden was poised for greatness. But as technology became increasingly important Bangor gained practical advantages with its harbor and the Kenduskeag Stream so its mills and lumber industry surpassed Hampden. From that point on Hampden has taken on the dual role of commerce (agriculture, fishing, forestry, retail and service businesses) and bedroom community to Bangor. By 1900, Bangor was generating hydroelectric power. Hampden utilized the electricity with the Bangor, Hampden & Winterport Electric Railway (trolley), est. 1889. Connections were available from Winterport to Old Town. It not only eased the commute to Bangor but it offered Hampden's attractions to Bangor and other communities. The Bangor, Hampden & Winterport Electric Railway developed Riverside Park (a typical amusement park in its day) in 1898, and the Canoe Club house, a private lodge, was built in 1901.

Bangor's City Clerk registered the first car in 1903 but by

*President  
William Howard  
Taft*



*Ford Model T*

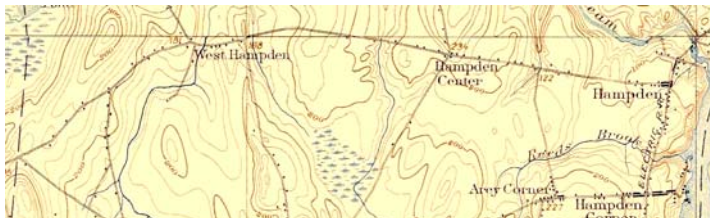


1912 President William Howard Taft drove through Hampden on his way to visit Bangor by automobile. (William Taft gave the White House its first set of "wheels." He had the stables converted into a garage for four cars, all ordered in 1909). The impact that automobiles would have on the country is immeasurable.

Automobiles became increasingly available over time. In 1900, 4,192 autos were produced in the U.S., in 1910, 181,000, in 1920, 1,905,560, in 1930, 2,787,456, in 1940, 3,717,385, and in 1950, 6,665,863 were produced.

Hampden's population grew only 400 from 1900 to 1940 (reaching 2,591). This may suggest a town changing little. But by reviewing the maps from 1900 and 1950 it is clear that a considerable amount of residential and commercial

*USGS Map circa 1900 of Western Ave. and Four Mile Sq.*



*USGS Map circa 1950 of Western Ave. and Four Mile Sq.*



development took place, including subdivisions of the farms. Development appears concentrated in the urban core, with industrial growth occurring along major arterials on the Town's periphery. Hampden's Water District was established in 1938. The clear advantage of public water was the ease of use and the health benefits of untainted water. The

proximity of development and the shallow wells of the day suggest that health issues were at the heart of the creation of public water. The quality of the water may have been less delicious than practical. But the rural areas of the Town were changing as well.

After WWII, Hampden started a period of more rapid population growth. Between 1940 and 1960 Hampden grew from 2,591 to 4,545 and launched headlong into the Baby Boom. The 1970 Census showed Hampden's growth had slowed to only 2 percent. This may in part be a side effect of the closing of Dow Air Force Base in Bangor. The 1980 Census showed 12 percent growth and the 1990 Census showed 14 percent growth reaching 5,974. Finally the 2000 Census showed almost 6 percent growth to the current population of 6,327. The fact that the growth rate fell by half may suggest the weak Maine economy through much of the 1990s.

#### *Route 1-A Strip Development*



The Route 1-A corridor experienced most of the strip type or automotive style development (although Western Avenue also experienced it to a lesser extent). This

was the suburban/motorcar evolution that changed the face of the country, traditional development patterns, and the expectations of consumers for a market with shelves of choices. It was also for many the first generation of highschool and/or college graduates with increased expectations. People worked in Bangor because that is where work was. This was also a period of time that many women were entering the workplace and they found employment in Bangor also eventually buying the second car and further reinforcing the pattern.

Residential development of streets, sewer and water stayed concentrated along the major roadways in close proximity to Bangor. However, the speculative real estate boom of the 1970's and

1980's, ushered in new street construction in rural areas. While residential development had been occurring on a lot by lot basis on established rural roads for sometime, the marketplace now wanted larger lots on private cul-de-sacs.

**Existing Land Use.** Based on data from the Town Assessors records and field observations, a map delineating all the land use activities in Hampden has been identified. For the purpose of this analysis, land uses are grouped into the following categories:

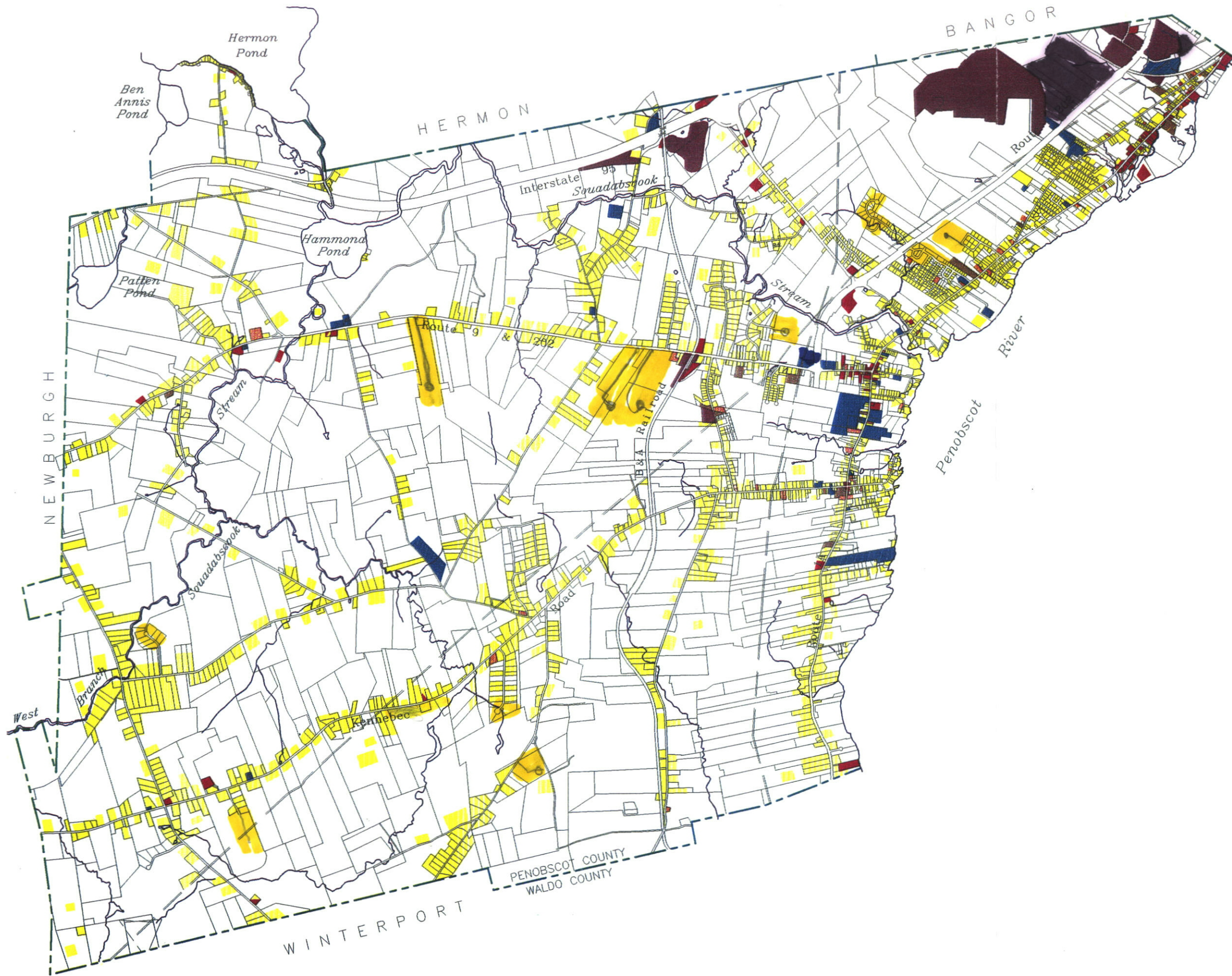
- Civic and Institutional
- Commercial
- Industrial
- Residential
  - Single family
  - Mobile homes
  - 2-4 unit buildings
  - 4 or more unit buildings
- Vacant/undeveloped lands

Only a small portion of Hampden is actually developed. There are approximately 3,452 parcels of land in Hampden. Of the total 37.5 square miles of land area (24,000 acres) about 2,000 acres (or approximately 8%) are devoted to residential use. Other developed uses constitute even smaller proportions of the total land area (excluding farms). These categories are summarized in *Land Use Table 1*. existing land use and are shown on the enclosed map.

Concentrated residential development is limited to the Route 1-A corridor, and the remaining part of the community is rural. Existing zoning excludes higher density development generally from rural areas. The Rural District, in which the majority of land in Town is zoned, requires a minimum of 2 acres for one, two, three, or four dwelling units with on-site waste disposal and well. The area serviced with sewer and water is generally in older and more concentrated portions of the Town.

Development tends to concentrate in open, non-wooded areas, having sewer and water in close



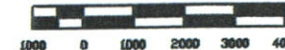


## LAND USE MAP

### MAP LEGEND

- SINGLE FAMILY
- COMMERCIAL
- CIVIL/INSTITUTIONAL
- 2-4 UNITS
- 5 OR MORE UNITS
- INDUSTRIAL
- MIXED USE
- VACANT

### SCALE



HAMPDEN  
COMPREHENSIVE PLAN  
1994



**United States Geologic Survey Map Composit Circa 1900 Not to Scale**

This is a detailed topographic map of the central Maine area, showing the Penobscot River, surrounding towns like Bangor, Brewer, and Orrington, and various lakes and ponds. The map includes contour lines, roads, and a title box at the top.

**Geographic Features:**

- Rivers:** Penobscot River, Soudabscoc Stream, Bangor River, and various tributaries.
- Lakes and Ponds:** Hermon Pond, Tracy Pond, George Pond, Hammond Pond, Patten Pond, Ben Arnis Pond, Seavey Hill Pond, and Sweets Pond.
- Towns and Villages:** Bangor, Brewer, Orrington, Hampden, Newburg, and West Bangor.
- Topography:** Contour lines indicating elevation, with peaks like Hinkle Hill and Seavey Hill.
- Infrastructure:** Roads, railroads (e.g., Bangor and Aroostook R.R.), and a boundary line between Penobscot and Waldo counties.

**Map Labels:**

- Top:** UNITED STATES
- Left:** NEWBURG, NEWBURG CENTER, NEWBURG VILLAGE
- Center:** HAMPDEN, HAMPDEN CENTER, HAMPDEN CORNER, ARCY CORNER, NEALEYS CORNER, FILLINGWOODS CORNER
- Right:** ORRINGTON, ORRINGTON CENTER, SEAVEY HILL, GODDALES CORNER, SWEETS POND, STUBB HILL, OAK PT.
- Bottom:** WINTERTON, WINTERTON CENTER

**Map Legend:**

- Topography:** Contour lines (e.g., 100, 200, 300, 400, 500, 600, 700, 800, 900, 1000, 1100, 1200, 1300, 1400, 1500, 1600, 1700, 1800, 1900, 2000, 2100, 2200, 2300, 2400, 2500, 2600, 2700, 2800, 2900, 3000, 3100, 3200, 3300, 3400, 3500, 3600, 3700, 3800, 3900, 4000, 4100, 4200, 4300, 4400, 4500, 4600, 4700, 4800, 4900, 5000, 5100, 5200, 5300, 5400, 5500, 5600, 5700, 5800, 5900, 6000, 6100, 6200, 6300, 6400, 6500, 6600, 6700, 6800, 6900, 7000, 7100, 7200, 7300, 7400, 7500, 7600, 7700, 7800, 7900, 8000, 8100, 8200, 8300, 8400, 8500, 8600, 8700, 8800, 8900, 9000, 9100, 9200, 9300, 9400, 9500, 9600, 9700, 9800, 9900, 10000).
- Water:** Blue lines and areas representing water bodies.
- Roads:** Solid black lines.
- Railroads:** Dashed black lines.
- Boundary Line:** Dashed line with the label "BOUNDARY LINE".



**United States Geologic Survey Map Composite Circa 1950 Not to Scale**



proximity. Industrial growth has followed that pattern by locating generally around the Route 202 Bypass, especially near the Bangor line and I-395. Commercial development is fairly spread out with relative concentrations on Route 1A near the Bangor city line, Route 9, and near the Coldbrook Road / I-95 area. Coldbrook Road and Western Avenue are unique in being a vacant areas proposed for commercial uses. Generally, commercial development only occurs sporadically; predominantly within the urbanized ribbon, on sites developments currently zoned commercial and of limited size and desirability for new construction. There are a few pockets of multi-family developments scattered in Town; however, the greatest concentration appears to be in the "Four Mile Square Area" and the northern section of Route 1A and Old County Road.

Several new subdivisions in the rural areas of Town blend in on wooded tracts making them visually unintrusive, but the continued lot by lot development in open areas make a permanent change in the Town's visual character; perhaps even more so than the large industrial buildings being developed, such as the Bangor Daily News Printing Plant.

According to the Historic Landscape Survey of Agricultural Landscapes only six farms in Hampden have sufficient landscape and architectural historic integrity to merit consideration for the National Register. This should not be surprising because, in fact, communities tend to be more focused on their urban historic properties.

*Thomas P. Stetson House*



The abundance of open space around farms is tempting to subdivide indeed. Working farms also tend to modernize or fail. Hampden's rural atmosphere survives but its historic rural integrity is slipping away. Suburbanization has noticeably crept in.

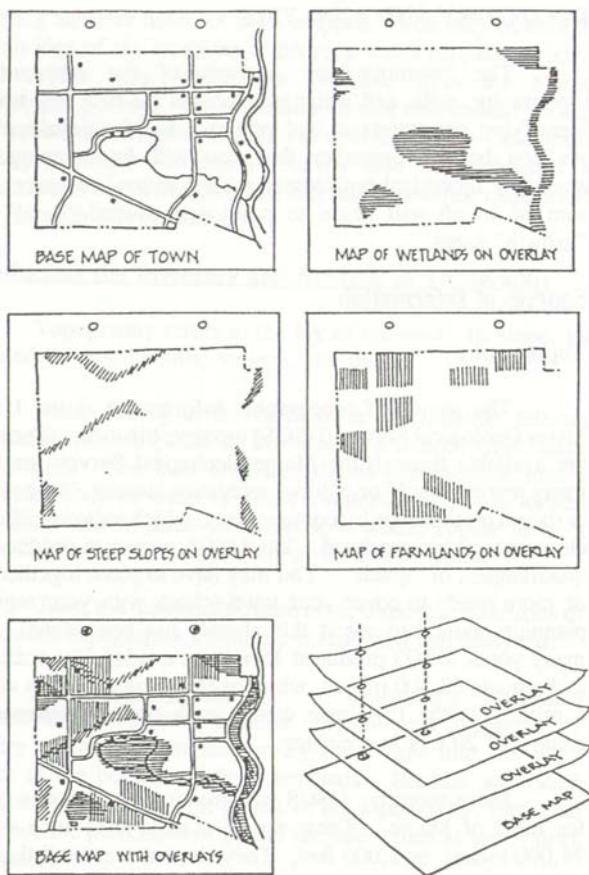
**Changes in Hampden's Land Use Patterns.** As noted above, the greatest changes in land use are represented in the development of new, large, industrial operations such as the Bangor Daily News plant and in the development of new single-family subdivisions in the rural areas of Town. The Route 202 connector to Interstate 395 helps move traffic more easily into Town, and its presence a major reason Hampden will undergo industrial and residential growth in the future. Interestingly, despite relatively high economic levels of family income, commercial growth has stayed concentrated in Bangor, with only a slight increase over the years along major arteries within Town boundaries. The land ownership patterns and the limited access restrictions in this area made another miracle mile type development impossible.

Non-conforming uses in Hampden tend to occur on commercial and industrial sites scattered throughout Town. Nonconforming uses and structures stubbornly persist despite the ordinance regulation because commercial and industrial locations are precious and few. Industrial uses that were historically waterside mills, linked to shipping on the Penobscot, persist despite environmental policies that push intensive land uses away from waterways. Uses that developed in locations that were initially suitable find later when residential development follows that the land use plan does not protect their interests. Finally, non conformities arise in when the sanctioned, long-term land use plan has changed. Hampden has a number of conforming properties but the Zoning Ordinance provides little incentive for a non-conforming use to cease. No provision is made for "step-down" in a residential district from, for example, an industrial use to an office use or apartment house. It will be difficult to satisfactorily phase out nonconforming uses without providing real incentives in the zoning ordinance. The Town should develop language in the Zoning Ordinance for step-down provisions to phase out uses that are unsuitable for the district while recognizing that the existing structure often is ill-suited to the permitted uses of the district. The step-down provisions also are an important

part of preserving historic structures by finding lower impact acceptable uses for them.

### Areas Suitable for Growth and Areas with Major Environmental and Civil Constraints

A central concept in comprehensive planning is to identify where growth should and should not occur with the tool of overlaying maps depicting natural and cultural factors. The following illustration shows how that process should occur conceptually.



The factors that are seen as constraints to growth: soil conditions, wetlands, existing or proposed right of ways, flood hazard, excessive slopes, etc. are overlaid as the illustration shows. However, the factors that are seen as essential to growth are also overlaid as the illustration shows. Those factors that are essential to growth are: sewer

service area (both existing and proposed), water service area, existing and proposed road network, land use regulations. Finally, the existing land use and zoning are overlaid. There is a reasonable expectation that certain districts are generally static. Thus, although the maps may suggest that any number of uses may be under consideration that is rarely the case. Rather this process helps land planners to not skip over important reasons why specific land areas either should or should not be developed or with what specific use.

An example of a growth constraint in the rural parts of Town are in the soils which limit the extent of septic. Sixty-five percent of the land area in rural Hampden is poorly suited for development. This suggests that if the soils are poorly drained for septic systems (driving up their cost) the soils are also poorly drained for road construction. Another growth constraint in rural areas is wetland. Another growth constraint in rural areas is road frontage. Deep, existing lots may not be well suited for subdivision because little available road frontage exists.

An example of a growth constraint in the urban parts of Town is also soils. Soils can limit the viability for underground utilities, ledge can be particularly troublesome. Non bearing soils can also make large scale buildings infeasible by requiring pile driving. Wetlands and close proximity are an urban development constraint, and the urban paved areas make protecting wetlands more complicated and expensive. Degree of slope is a development constraint in few areas in Town. They are primarily located in proximity to the Penobscot River and the Soudabscook Stream, and generally they are located in the more urban portions of Town.

The most evident example of a growth asset in the rural area is existing road frontage. It allows developers to limit their investment and depreciate sunk costs of a prior developer. Another growth asset is available acreage. The Rural District's two acre minimum lot area is not punitive. (The typical rural parcel is well in excess of two acres). Another growth asset in the rural area is water.

Generally, well water is found most everywhere it is sought.

An example of a growth asset in the urban area is sanitary sewer. Sewer and water allow for the safe development of land at multiples of what on-site waste and well could support. Sewers represent a major public works investment in a community. Sewer, because it is gravity fed must be carefully planned and its future service areas jealously protected. In order for a sewer system to be cost effective there cannot be extensive areas of pipe that bypass neighborhoods. Thus, sewer may be the single most decisive factor in the location of development.

While *Land Use Table 1*, indicates that Hampden has ample vacant land, not all of this land is readily developable.

<i>Land Use Table 1. Existing Land Use: Hampden, 1993</i>	
Residential	1,890 acres - single family
	33 acres - two family
	38 acres - multi-family
Commercial	71 acres
Public	230 acres
Industrial	241 acres
Total Developed	2,503 acres
Total Land Area	24,000 acres
Source: Hampden Land Use Map - Town Planner's Office, 1993 Open Space Inventory - Town Planner's Office, 1993	

These various soil types can also be expressed in terms of their potential for development as seen in *Land Use Table 2*. This table indicates that more than 65% of Hampden's rural land area has a low development potential. These soil types are one of

Hampden's major constraints for growth. To date, most growth has occurred in the urbanized core of the Town (which has public water and sewer) and, is therefore, not so constrained by soil type.

<i>Land Use Table 2. Soil Potential Ratings for Development, Hampden</i>		
Description	Acres	Percent (rural areas)
Very low potential	15,600	65%
Medium potential	2,160	9%
High potential	6,240	26%
TOTAL LAND AREA	24,000	100%
Source: Roger Ryder, Maine Forester		

There are two major soil groups in Town: Bangor-Dixmont-Thorndike and Scantic-Histosols-Buxton. The former are dominated by loamy soils on glaciated uplands. Bangor soils are good for forestry and agricultural uses, while the Dixmont soils are fair due to seasonal high water tables present in the fall and spring.

The Scantic-Histosols-Buxton areas are dominated by bedrock, loamy soils. The Scantic and Histosols are poor for agriculture and, generally, for forestry as well. The Buxton are fair to good for forestry and agriculture. Colton soils are important sources of gravel and sand and, while only a small percentage of the Town, represent a potentially major impact on land use as well as a major economic activities.

### Suitability of Land Areas for Future Growth

One change in land use in Hampden over the next ten years is likely to be in the construction of new residential subdivisions and scatter home sites in the rural portions of Town. If one utilizes the projections presented in the Housing section of this Inventory and Analysis (*Housing Table.1*) there would be, on average 30 new homes built each year. With half of those structures being built



on 2 acre rural lots, approximately 30 acres of farmland or other underdeveloped land would be converted to housing use. The impacts to the Town's road system are also considerable with less than 60 homes demanding a mile of road frontage at 200 feet per lot on both sides of the road. If these units were clustered, constructed as part of multi-unit developments, and/or restricted to the Urban Growth parts of Town and developed to urban zoning standards; the overall impact on the land would be reduced. Rural construction might appear to be easily absorbed because it seems so scattered but cumulatively it impacts rural Hampden by placing additional demands on Town services. The Town's soils are suitable for new residential growth if adequate precautions are taken to protect the aquifers from direct or indirect pollution.

<i>Land Use Table 3. Soil Distribution for Hampden Rural Area</i>	
Soil Type	% of soil
Bangor soils	20.29
Buxton soils	26.57
Thorndike	14.15
Colton	.99
Other	38.00
Source: Soil Conservation Service, and Roger Ryder, Forester	

The Town needs to determine future development policy, not because of a land shortage, but rather to control the social fiscal and environmental impacts caused by uncontrolled or undirected development. What impacts will future commercial and industrial development bring to the Town? Given the Town's proximity to Bangor, and the trend of commercial development into more suburban communities, significant parcels of land could be converted to office and commercial development (as well as residential). It is essential that the Town utilize all available data to determine where and how it wants future

development to occur, and to establish and modify the ground rules (i.e., zoning and subdivision regulations) as soon as the Comprehensive Plan is adopted.

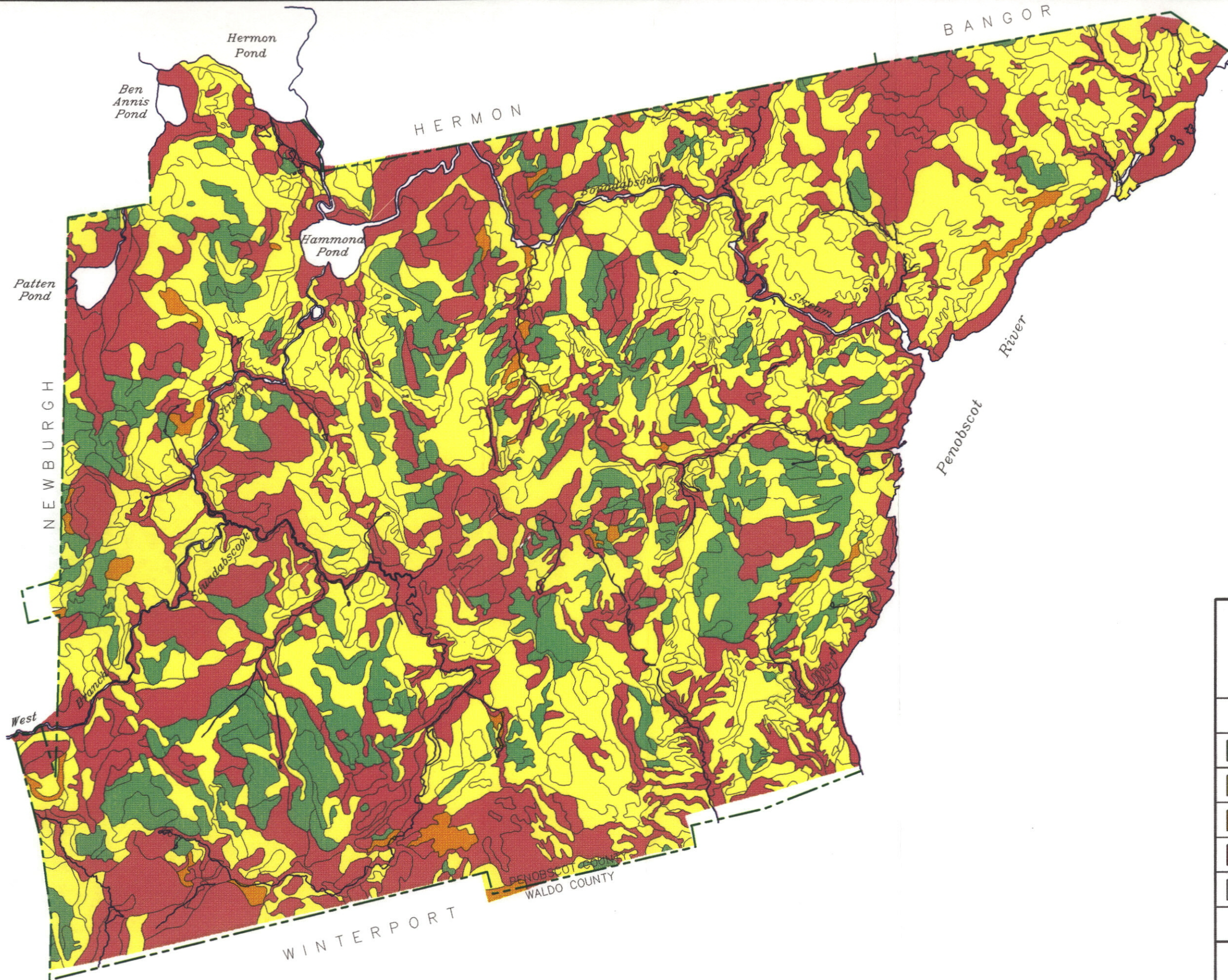
Hampden has adopted regulations to protect valuable resources such as: a "resource protection overlay district" within shoreland areas that are also subject to shoreland zoning. The Town should carefully review its resource protection zoning and the underlying assumptions to be certain that they are effective in protection of the water resources. The Town should also review the Resource Protection and Shoreland Zoning sections of the Zoning Ordinance for compliance with state statute and rules as promulgated by the appropriate agency. The Town should review, and modify if necessary, its zoning to make clusters the norm and attractive to developers, and provide an inducement for cluster development and a disincentive for large-frontage, large-lot zoning. Clusters also offer some chance to protect scenic views, and provide the sense of more open space than would otherwise result from a standard subdivision. Poor soils demand creative development criteria. Separation between wells and septic systems is dictated but perhaps not with typical larger rural lots. Planned open spaces that separate house lots with wet or steep areas could be part of the solution as well as an engineered septic system. Simple large lot solutions are sprawling.

**Citizen Survey.** The 1985 University of Maine survey asked respondents a series of questions relating to the future land use of Hampden. The results indicated that while most favored some growth and development, they also wanted it restricted to specific parts of Town.

In summary, 31% of the respondents said that the rural areas should be "protected at all costs"; 50% said that rural areas could be developed, but only following careful Planning Board review; and 11% said that rural zones should be opened to commercial and industrial development.

Seventy-nine percent of the respondents said that





# SOILS DEVELOPMENT SUITABILITY MAP

## MAP LEGEND

- HIGH POTENTIAL
- MEDIUM POTENTIAL
- LOW POTENTIAL
- VERY LOW POTENTIAL





the Town should encourage commercial development, specifically, retail and business. Of those who were favorably inclined to increased commercial growth, a majority thought it should take place along Route 9 (Western Avenue).

The survey also asked residents whether they felt that Hampden should encourage the development of a specific "downtown" area. Fifty-seven percent said that the Town should, and 43% said that Hampden should not. Of those that did, two areas were generally preferred: the area along Route 9 and the area along Route 1A from the Soudabscok Stream to Hampden Highlands.

The survey also asked whether new retail growth should be in shopping centers. Interestingly, the response was evenly divided without a clear majority expressing preference.

A majority of the respondents (59%) felt that Hampden should encourage the growth of industry and manufacturing businesses; however, the survey didn't explore where the respondents preferred this activity take place.

The Housing Section of this analysis has already discussed housing development preferences. The clear majority, supporting mostly single-family development.

## URBAN SERVICE AREA CONCEPT

For the purpose of directing development to the proper geographic areas in Hampden, to prevent the over extension of public utilities; to limit the creation of suburban sprawl and to protect the character of existing rural areas this plan will delineate three service areas:

**Existing Urban Services Area** - that area which currently is serviced by all, or most, urban services. Included in this area are parcels that are within five hundred to one thousand feet from all urban services. Connection to all urban services in this location would be the norm and the expectation for development. No urban zoning designation would be reasonable outside the

Existing Urban Services area. While it would be the intention of the Town to provide urban services within this area, there may be small exclusions which cannot be serviced cost-effectively.

**Future Planned Urban Service Area** - those areas where urban development is envisioned to occur in the next ten to twenty years. This is the area that would be the logical outer boundary for urban growth for the next ten to twenty years. While these areas presently may not have all urban services, it is the intent of the plan to provide these areas with full urban services and to do so in an orderly and planned fashion. In this area urban zoning designation would not be feasible until urban services have been extended to the parcel in question.

**Limited Service Area** - those areas which are not planned to receive all urban services.

These service area concepts are further defined to include growth areas, rural areas, and critical natural areas.

- Developed Areas
  - sewer & water
  - in-fill sites
- Developing Areas
  - within planned service areas
  - not yet developed
- Critical Areas
  - environmentally sensitive areas not suitable for development
- Rural Areas
  - farming, forestry, resource recovery and rural residences
- Limited Service Areas
  - areas which have some but not all public services, but are not planned to be fully serviced.

With service areas defined, and suitable development sites identified; the process of allocating various land uses to geographic areas must be undertaken. To develop such a land use plan; consideration must be given to the goals and policies set forth in the prior sections about housing, industrial development, commercial

development, and natural resources. In addition, existing land uses and prior development plans must be given careful review. Wholesale changes in land use policy would cause considerable upheaval. Given that this is the Town's third land use plan, proposed land use designations are essentially established and should be seen as fine tuning the prior plans. Only where past policy is unsubstantiated or in conflict with new goals and policies should sweeping changes be made.

## **LAND USE TYPES**

While the Zoning Ordinance will define districts in detail, the land use plan should identify the general locations for land use types and then provide some policy guidelines for variations within those types. The following outline further breaks out land use types based on geographical features.

### **RESIDENTIAL AREAS**

**Low Density Residential.** Low Density Residential areas contemplate both conventional and cluster developments. These areas allow accessory uses such as home day care and limited home occupations. Accessory apartments are allowed (one per building) only if found to be compatible with adjacent uses. Low Density Residential will also allow - upon careful review - schools, nursing homes, and other compatible uses. Standard development densities are about two units per acre. Low Density Residential areas are typically serviced with a full contingent of urban services although some locations may lack certain services.

**Moderate Density Residential.** Moderate Density Residential areas contemplate mixed-use areas near community services and shopping and arterial street access. These areas allow accessory uses such as home day care and limited home occupations. Accessory apartments are allowed (one per building) only if found to be compatible with adjacent uses. Structures may be detached or attached; single-family or multi-family residential uses and structures. Standard development

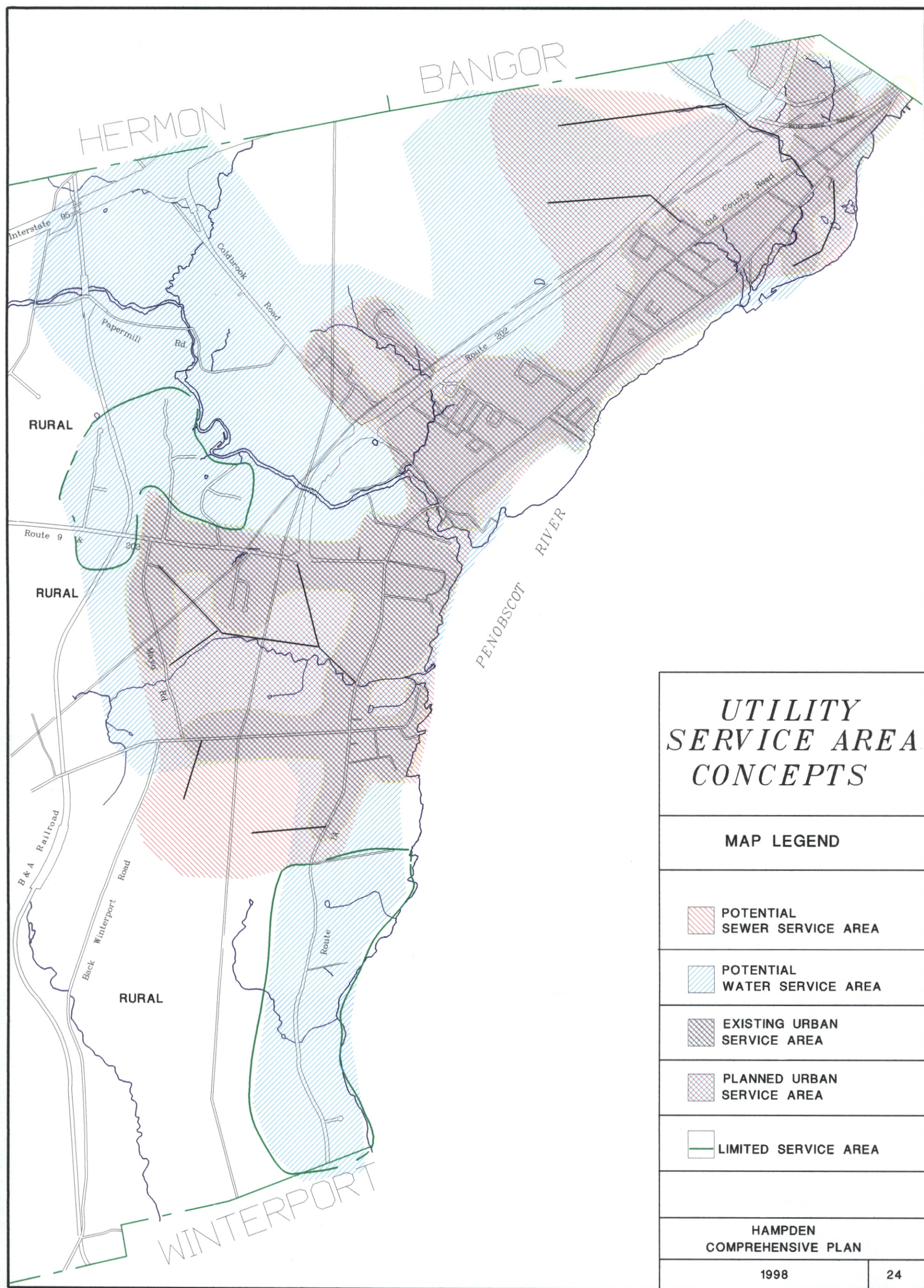
densities vary from two to five units per acre, depending on development type. The Town should provide density incentives for affordable and elderly housing. Cluster development and attached-residential developments should be encouraged. Manufactured home parks should be directed to this area. Civic and community buildings should be directed to these areas. These are intended to be serviced areas, with the exception of detached single-family dwellings.

**Rural Areas.** Rural areas are contemplated for resource recovery through farming, forestry, and other open space uses. Residential uses should be accessory, and residential developments should be designed to be compatible with the rural landscape through appropriate layout and siting. Rural areas are not planned for urban services in either the immediate or ten to twenty year future. Preservation of rural character is achieved through utilizing landscape elements such as stone walls and mature trees, maintaining large open vistas by siting homes back along the tree line rather than in the open field. Cluster development and shared driveways should be seen as possible avenues to preserve identified rural resources such as farm fields or views. Multi-unit development should be limited to multi-family attached units, with some review of architectural design and appropriate on-site waste disposal guidelines. This area should promote open space uses such as golf courses, and other outdoor recreation. Rural areas should allow accessory agricultural businesses such as farm stands, riding schools, nurseries, and other rural-based enterprises where the products are derived from the site at which they are marketed. Rural businesses should be strictly limited so as to be compatible with their rural surrounding such as site and architectural standards in Village Commercial. Rural business locations should not be urban businesses transplanted to a rural setting. Home based services should be considered beyond the standard home occupation criteria.

### **COMMERCIAL AREAS**

Commercial locations are divided into several groups; Village Commercial, Business,





# UTILITY SERVICE AREA CONCEPTS

## MAP LEGEND

POTENTIAL  
SEWER SERVICE AREA

POTENTIAL  
WATER SERVICE AREA

EXISTING URBAN  
SERVICE AREA

PLANNED URBAN  
SERVICE AREA

LIMITED SERVICE AREA

HAMPDEN  
COMPREHENSIVE PLAN



Commercial Service, and Waterfront Development.

**Village Commercial** areas should be located in areas of the Town's historic origins; the Upper and Lower Corners. Village Commercial areas contemplate a mix of residential and commercial uses; small lots and compact development patterns. Village Commercial should address architectural style, site design, and compatibility with surrounding uses. As indicated in the Community Character Section, public parking and other amenities should be provided to enhance the viability of this area. Village Commercial contemplates a mix of retail service and office uses in a pedestrian environment. Village Commercial is also intended to be a mixed use, that is, commercial and limited residential use area. This area is intended to be serviced by a full contingent of urban services.

**Business** areas contemplate retail and service and mixed commercial and limited residential uses which are not located directly in the Town's upper or lower corner and are not constrained by small lot sizes in village center locations. Business areas can accommodate larger enterprises with greater off-site impacts than can the Village. Business areas are intended to be serviced by a full contingent of urban services. The Business District is also intended to allow mixed use.

**Commercial Service** areas contemplate larger, heavier commercial uses such as automobile service, contracting and construction activities, truck terminals, and wholesale distribution. Commercial Service areas can also be suitable to small scale industrial operations and outdoor storage after appropriate review. Commercial Service areas should contemplate a range of sites from fully serviced to non-serviced areas. The area should only be designated when located in unserviced locations having an existing commercial/industrial use(s). Commercial Service areas should be located adjacent to rail lines, the interstate, and arterial street locations.

**Waterfront** area is contemplated for the

redevelopment of the Turtle Head area along the Penobscot River. The intent is to allow high density residential and commercial development in close proximity to the water amenity. This area should be exempted from some of the limitations of shoreland zoning to allow the development of an compact urban complex. This area, as indicated, is a mixed use area to be provided with public utilities. In addition to private development, public amenities will be necessary to allow this area to achieve its full potential.

## **INDUSTRIAL AREAS**

**Industrial** areas are classified as serviced and unserviced. Serviced Industrial areas which have available sewer and water are intended for clean industrial operations having few, if any, objectionable impacts. Un serviced Industrial areas are designed to provide larger locations for industrial uses that do not require or seek the amenities of industrial parks. The one exception to these two industrial districts is the Ammo Industrial Park. Presently, that area has no public access or sewer and water utilities. It is our intent, that at some future date, those utilities would be provided and that some of the existing streets could be accepted. At that time, the area should be redesignated as a Serviced Industrial area. The industrial areas should be limited to that area adjacent to the interstate and the Route 202 bypass which will limit their adverse impact on residential properties.

## **LANDSCAPE BUFFERS**

The use of landscape buffers, that is, vegetative buffer zones between uses, has multiple benefits. In addition to being a visual screen between two incompatible land uses; buffers act as a noise barrier, open space element, wildlife habitat, stormwater recharge area, and others. Most often the best buffers are existing vegetation which is preserved and enhanced to provide an effective physical and psychological barrier. Newly planted buffers are slow to mature to effective heights and tend to suffer early losses due to transplanting and

lack of care.

While evergreen vegetation provides the best year-round visual buffer, a variety of plant materials provides a much more interesting landscape and offer shade in the summer. A variety of fence types, when mixed with landscape materials, should be an acceptable buffer.

In addition to conflicting land uses; buffers should be required around parking areas, outdoor storage areas, and dumpster locations. Buffers should be considered between transportation corridors such as railways, highways or busy arterial streets, and residential developments. Buffers should be included in developments with sensitive natural resources such as waterbodies or wetlands.

#### **LANDUSE AS A BUFFER OR TRANSITION**

A common practice in land use plans is to create a hierarchy of uses:

- single family,
- multi-family,
- residential/institutional,
- light commercial,
- heavy commercial,
- light industrial, and finally
- heavy industrial.

(Rural areas are typically not regarded in the same fashion as urban areas but rather as areas whose future use is still undetermined). Some land use plans contemplate using various medium intensity uses to buffer low intensity uses from high, and some use medium intensity uses to protect low intensity uses from noise and traffic.

The Town should not as a rule use this approach for buffers. The same noise and traffic factors that make locations unacceptable for single family development are unacceptable for apartments or nursing homes. Increased setbacks and planted buffers would be more appropriate and effective mitigation of noise and traffic that affects all residential uses the same detrimental way. Commercial uses are not appropriate buffers for separating residential uses from industrial. Industrial uses are best located on truck routes

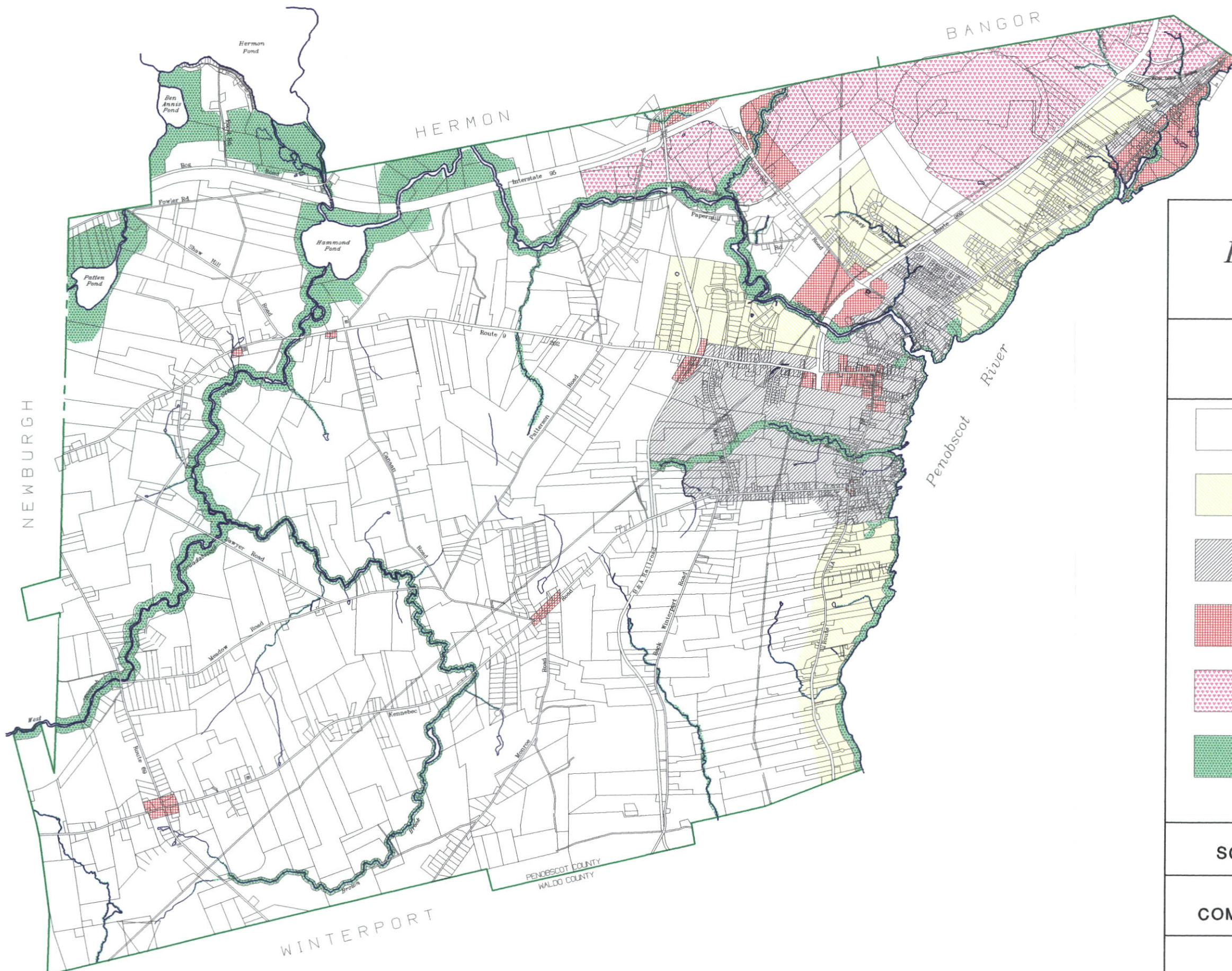
which should be isolated from commercial traffic when possible. Commercial uses attract pedestrian traffic and children which may be endangered by truck traffic. The Town should plan land use locations on a comprehensive range of criteria and not generally utilize intermediate land uses as a tool for transitions and buffers.

#### **NON-CONFORMING USES AND STRUCTURES**

With the implementation of land use policies and regulation of uses, it is likely some uses will not fit into the scheme which appears to serve the long term interest of the community. Those uses become nonconforming. Nonconforming uses are uses which preexist the current land use regulations, but are allowed to continue as nonconformities. Some uses may be in noncompliance, but are not legally existing nonconformities.

Nonconforming uses are a part of zoning and land use planning. The provisions of the Zoning Ordinance should provide specific language regarding the treatment of nonconformities with regard to their continuation, transference and elimination for both structure and use. As stated before there also is a need to provide step-down provisions for the eventual reuse of certain buildings rather than render them worthless. The Town should actively work to relocate nonconforming uses to other suitable locations within Hampden. In order to accomplish this a reasonable supply of each zoning designation must be available. Historically, that nonconforming uses do not convert to conforming uses until it is economically advantageous for them to do so. To further promote the relocation of non-conforming uses, and promote the reuse of existing non-conforming structures, the existing provisions which allow the change from one nonconforming use to another should be retained.





# LAND USE PLAN

## MAP LEGEND

-  RURAL
-  LOW DENSITY RESIDENTIAL
-  MODERATE DENSITY RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  ENVIRONMENTALLY SENSITIVE

SCALE: 1" = 4,000'

HAMPDEN  
COMPREHENSIVE PLAN



**REGULATIONS**

Hampden has a relatively brief history with land use regulations. Other communities have regulated land use through zoning and other regulations since the 1920's; Hampden adopted its first zoning regulations in the 1950's. The current 1979 Zoning Ordinance was passed by a slim margin in a town-wide referendum. Not until 1991 did the citizens turn over the power of zoning map amendments to the legislative body (Town Council). Previously, zoning map amendments were voted on via public referendum.

Recent changes in the amendment process and the provision of staff to the Planning Board has given the Board a more active role in the towns land use decisions. Currently, the Town administers at least 14 land use and related ordinances as follows:

Building Codes  
Fire Codes  
Flood Plain Management Ordinance  
Harbor Ordinance  
Historic Preservation Ordinance  
Junked Vehicle Ordinance  
Life Safety Code  
Public Ways Ordinance  
Sewer Ordinance  
Shoreland Zoning Provisions  
Subdivision Ordinance  
Waste Disposal Facility Licencing  
Yard Sale Ordinance  
Zoning Ordinance

Zoning and subdivision regulations provide the basis of most local land use regulations. The underlying principles of these regulations, are that through appropriate development practices and land use controls, the community will develop in an appropriate way.

Municipalities derive their power to regulate land use through State enabling legislation. Title 30-A, Section 4351 allows municipalities to adopt zoning regulations, provided the public has input into those regulations, and such regulations are pursuant to and consistent with a Comprehensive Plan adopted by the municipal legislative body.

The provisions also require a zoning map, and a board of appeals.

The Town of Hampden is a Council/Manager form of Government, in which seven Councilors are elected by the citizenry. The Town Charter provides three councilors are elected at large, and four district councilors represent the four voting districts. The adoption or amendment of ordinances is by act of the Town Council.

The Planning Board is an appointed body which is charged with specific duties. The present Board consists of seven members and two alternates. The Town Charter, provisions of the Zoning Ordinance, and the Subdivision Ordinance provide the Board with functions and duties as well as certain quasi judicial obligations in the review of specific applications.

Hampden should develop an all inclusive land development code. This is recommended because:

- The number of ordinances involved encourages isolated changes and inconsistent administration.
- The ordinances fail to contemplate the current staffing.
- Enforcement has suffered because the certificate of occupancy has not been tied to compliance with an approved plan but just the building completion.
- Reconciling all the current codes is overly complicated and burdensome.
- Many inconsistencies arise between the ordinances. For example, provisions of the Subdivision Ordinance conflict with the Flood Plain Ordinance.
- All the Town's Ordinances need to work in unison to achieve the goals outlined in the Comprehensive Plan.

It is recommended that, where possible, similar guidelines be incorporated together (such as Shoreland Zoning and the basic provisions of the Zoning Ordinance) to avoid duplication. Additionally, the administration portions of the various ordinances generally do not consistently recognize the current staffing and capabilities of the Town Staff. The forty-five day submission

requirements that the ordinances contain date back to a time when no staff supported the Planning Board and the Board created the newspaper ads and abutter notices. The ordinances also fail to recognize the Town Planner function and assign administrative duties to the Code Enforcement Officer which is currently a half time position.

## **ZONING**

Zoning Ordinances originate from about the 1920's in the United States. Municipalities were allowed by the courts to develop a system of land use controls which would guide proper growth and development through land use regulation. The original forms of zoning referred to an Euclidian Zoning, were based on a pyramid of land uses starting with single family uses to multi-family uses to commercial and industrial uses. These early ordinances provide an expanding list of permitted uses culminating in the final district which would allow all conceivable uses.

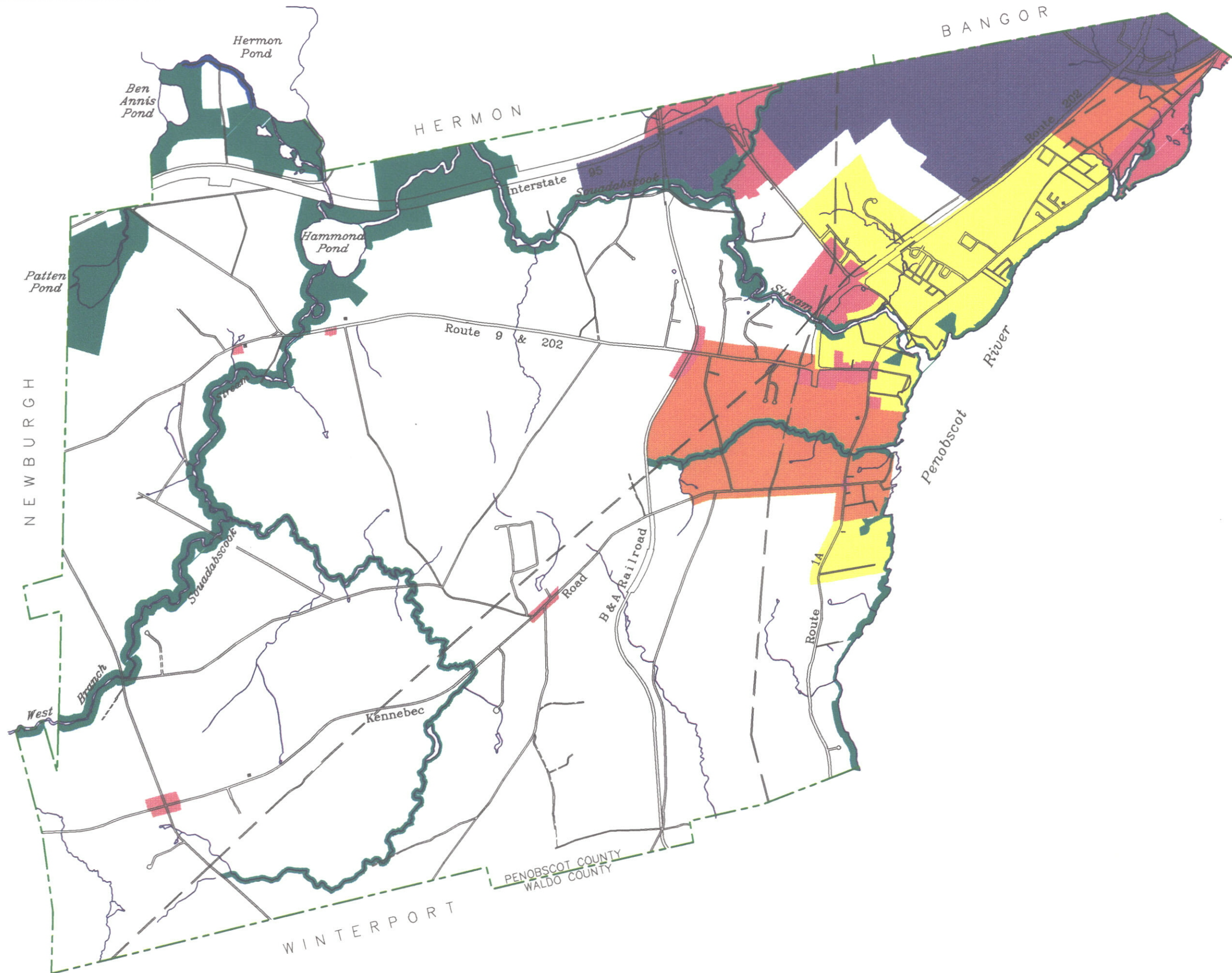
Zoning in the latter half of the twentieth century is much more complicated. Aside from regulating specific land uses, zoning regulations regulate a host of other development attributes. Zoning regulations provide for building setbacks, height limits, off street parking, density, and lot coverage standards. Many newer ordinances provide for performance standards. In its fullest extreme performance; zoning provides no use regulations, but provides mitigation methodologies to accommodate all uses. In Hampden, performance zoning elements are those which are flexible and vary with the proposed development. Instead of providing one fixed setback in a district which may contemplate several varying districts, the ordinance provides several setbacks, or a varying setback based on the use proposed. Hampden's Zoning Ordinance has a mix of fixed standards and flexible performance standards.

The sum of the Zoning Ordinance's development standards should be viewed as creating a building envelope which within it are contained all the allowable building elements.

The Zoning Ordinance's fundamental regulation or

requirement is the obligation of the property owner to secure a building permit prior to undertaking construction. From the construction of a single family home to the construction of a 150,000 square foot manufacturing facility, the basic guidelines begin with the regulations pursuant to the issuance of a permit. Basic code determinations are made by the Code Enforcement Officer who determines what applicable permitting process shall be followed for a given application. Developments that require site plan review are sent to the Planning Board for review under the site plan review standards. However, the CEO must still make basic determinations as to use and applicable development standards such as: parking, signs, building setbacks, lot coverage, etc.

**Uses.** The Zoning Districts in the Town's ordinance are a bit of a quiltwork with regard to their permitted and conditional uses. For example accessory uses are not contemplated in every district. This would suggest that a free standing garage would not be allowed in those districts. See *Land Use Regulation Table 1*. for a complete list of uses that are contemplated in the current zoning ordinance and note their inconsistencies across the zoning districts. This table suggests that the ordinance would be clearer with a hierarchal approach to uses and even the consolidation of districts.



<b>GENERALIZED ZONING MAP</b>	
MAP LEGEND	
	INDUSTRIAL
	COMMERCIAL
	RESIDENTIAL A
	RESIDENTIAL B
	RURAL
	RESOURCE PROTECTION
	SEASONAL
SCALE	
	
HAMPDEN COMPREHENSIVE PLAN 1994	

## LAND USE REGULATIONS - 3

<i>Land Use Regulation Table 1. Hampden Zoning Ordinance Permitted and Conditional Uses</i>	
Use	District
accessory buildings	IA, CS
accessory retail sales (greater than 5,000 gfa)	IB*
accessory retail sales (less than 5,000 gfa)	IB*
accessory structures	IA, IB, RA, RB, I2
accessory uses	IA, IB, CS, RA, RB, R, S, I2, VCI, VCII
agriculture	R, S, P*
animal boarding; to include training and grooming	R*
animals other than usual household pets	RA*, RB*, VCI*
aquiculture	P*
assembling	IA
automobile service	CS, B*, INT, VCII*
automotive uses such as new or used car sales or service	BR*
bridges and other similar uses projecting into or over water bodies	P*
building for security personnel	IB*
buildings greater in height than thirty-five (35) feet	IA*
buildings necessary for essential services	IA, IB*, CS, B*, BR*, INT*, RA*, RB*, R*, S*, P*, I2, VCI*, VCII*
business office	CS, B, BR, INT, BB, VCI, VCII
business park	IA
campground	R*
cemetery	R*
church	B*, RA*, RB*, R
club (non-profit)	R*
cluster subdivisions	R
commercial nursery	R*
commercial school	B*, VCII*
commercial uses	I2

community building	RA*, RB*
community facility	B, RB*, R*
community recreation organization	BR*
community service organization	BR*
compounding	IA, IB
congregate care facility	RA*, RB
consulting operations	IA
convalescent home	B*
customary rural business (subject to Section 4.20)	R*
day care facility	IA, RB*, R*
docks	P*
drive thru business	CS*, B*, BB*, VCI*, VCII*
drug store	BR
elderly housing	RB
essential services	IA, IB, CS, B, BR, INT, RA, RB, R, S, P*, I2, BB, VCI*, VCII
farm equipment sales and service	BR*
fire prevention activities	P
forest management activities except for timber harvesting	P
forestry	R, S
funeral home	RB
gasoline station	BR*
gift shop	INT
golf course	R
government structure (except storage or repair facility)	IA, RA*
grading accessory to permitted and conditional uses (less than one thousand [1000] square feet of disturbed area).	P
grocery	BR
home day care (subject to Section 4.19)	RA, RB, R, VCI
home occupation	BR*, RB*, R*, VCI*
hospital or clinic	R
hotel	CS, B*, BR*, INT, VCII
hydroelectric generating plant not to exceed 200 kilowatt capacity	P*



## LAND USE REGULATIONS - 4

indoor recreation facility	R*, VCII*
industrial uses	I2
institutional uses	IA
laundromat (self service)	BR
light industrial operations which do not exceed 10,000 square feet, such as warehousing assembly or fabrication.	CS*
living quarters for security personnel	IA*, IB*, I2*
maintenance activities	IA
manufactured home (certified)	RB, R
manufacturing	IA, IB
mineral exploration	P
mixed commercial/ residential uses (limited to 4 units maximum)	B*, VCI*, VCII
mixed commercial/residential uses (in excess of 4 dus)	VCII*
mobile home park (subject to Section 4.13)	RB, R*
motel	CS, B*, BR*, INT, VCII*
multi-family attached structures	RB
multifamily residential uses (limited to 4 units maximum)	B, VCII
multi-family structures	RB
multi-unit residential uses (in excess of 4 dus)	VCII*
no permitted commercial use shall exceed six thousand (6000) square feet	VCI
non-intensive recreational uses not requiring structures, such as: hunting, fishing, hiking	P
nonresidential structures for educational or scientific uses (less than one thousand [1000] square feet in floor area)	P*
nursing home	B*, RA*, RB*, R*, VCI*
office business	IA
one and two family dwellings	VCI
other industrial operations which conform to all performance standards	IA
other retail uses not included as permitted uses	BR*
outdoor display or storage of	CS*

goods or equipment in excess of 5,000 sq. ft.	
outdoor recreation	CS, B*, R
outdoor storage of articles, goods, or materials,	BR*
packaging facility	IB
packing	IA
park or playground (non-commercial)	RA, RB
permitted uses within a Business Park may also include the following:	IA
piers	P*
place of assembly	IA, CS, B*, VCI*, VCII
preschools	VCI*
private individual camp site	P
private recreational facilities.	S*
processing agricultural products which are not accessory to an agricultural use	R*
processing and extraction of mineral resources (subject to Section 4.9 of this Ordinance)	R*
processing facility	IB
professional office	CS, B, BR, INT, BB, VCI, VCII
public and non-profit recreational facilities	S
public or private utility service providers and their related operation	IA
public schools	RA*, RB, R*
recreation facilities (buildings and parking for)	R*
recreational vehicle sales and service	BR*
research and testing operations	IA
restaurant	BR*, INT
retail business	IA, CS, B, BB, VCI, VCII
school (non-profit)	RA*, RB*, R*
seasonal dwellings	S
service activities	IA
service business	IA, CS, B, BB, VCI, VCII
single family dwelling	CS, B, RA, RB, R, VCII

single or two family residential uses	BR*
soil and water conservation practices	P
structures necessary for essential services	P*
superette	BR
surveying and resource analysis	P
temporary piers, docks, wharfs and similar structures,	P
tenting and camper trailer park	S*
three-four unit residential buildings	VCI*
timber harvesting	P*
treatment	IA
treatment facility	IB*
treatment or warehousing of goods and products	IB
truck service station and repair facility	INT
truck terminal	CS*
truck terminal	INT
two family dwelling	RA*
two, three, and four family dwellings	R
veterinary hospital	R*
warehousing	IA
warehousing of goods and products	IB*
water recreation facilities	S*
wharfs	P*
wholesale distribution	IB, CS*
wholesaling of goods and products	IA
wildlife management activities	P

**Zoning Maps.** The Town is undertaking a significant improvement to the Town's tax maps which are the basis of its zoning maps. The maps are being digitized for the purpose of gaining ground control accuracy and the ability to overlay them on aerial photography. This will make it possible for zoning to be reviewed in the context of actual ground information. It will also make possible the creation of all sorts of zoning maps and exhibits to meet a wide range of planing and public needs. The Town's web site will have

digital mapping and the zoning text available.

In addition to the zoning regulations, the identification of shoreland areas and historic districts ought to be included in the same set of maps available to the public. Any revision to the administration section of the zoning ordinance should include much more explicit instructions for both the creation and officiating of zoning maps and for the Planning Board/Council review of map amendments.

**Site Plan Review.** The Zoning Ordinance provides that specific uses, which may have a greater impact on the community must be reviewed and approved by the Planning Board prior to issuance of a building permit. The Ordinance presently requires site plan review for all non-residential uses, public and semi-public buildings, multi-family dwellings, conditional uses, and mobile home parks. The ordinance specifically excludes one and two family dwellings. The ordinance does provide that changes from one permitted use to another, where no specific site or structure changes are proposed, are exempted.

The Ordinance gives the Town Planner no authority to require additional submissions as may be appropriate for a project. Reaching the Planning Board, the applicant is asked for the same sort of information that the Town Planner sought. As a result, the Board tables those items pending said additional submissions. The Town should give the Town Planner limited authority to set the Planning Board agenda and to require additional items prior to the meeting. The site plan standards currently have no defined process for amendment or changes to existing plans which should be considered to expedite their review. The Planning Board's role in site plan review is limited by the applicable standards provided within the Zoning Ordinance. The Courts have been clear that the Planning Board must make such decisions based on the standards provided within the ordinance and the lack of standards or vague standards shall not be enforceable. Hampden's site plan review section provides for public notice, legal advertising, and written

notification to property owners within 300 feet of the proposed project.

The Town should continue to provide notice and encourage public participation in land use decisions.

Hampden's site plan submittal requirements provide the typical list of details found in most zoning ordinances today. The site plan approval standards are a good measure of evaluating a plan under most circumstances. The Zoning Ordinance could be improved in specific areas. The ordinance should provide guidance for complicated site plans designed only to meet all minimum design standards but in total are not well designed. The ordinance should provide guidance for competing standards that work at cross purposes. For example, how should the Board weigh competing values such as wetlands avoidance against improved sight distance.

Drive-through uses are often difficult for Planning Boards because the ordinance writers did not contemplate utilizing only minimum standards and a drive-thru use as well. The Town should consider some sort of a point system to reach a minimum overall score utilizing performance zoning standards to off-set minimums in other categories.

While the Ordinance provides a general standard, for storm-water management and erosion control it lacks detail on specific submittal items and standards by which to evaluate of specific detail such as. those details. The Ordinance is deficient in the same way for issues of traffic and noise. Perhaps drainage, traffic and noise could also be brought into a point system to encourage applicants to mitigate factors with additional setbacks or design improvements.

**Conditional Uses.** Hampden, like many communities, divides each zoning district into permitted and conditional uses (in some ordinances the term special exception use is used). Permitted uses, while some may require site plan approval, are allowed, by right, in that zone under the Ordinance. Conditional Uses are not simply

permitted by right, but rather are only granted after certain findings of fact are satisfied. Conditional Uses often have added development standards such as: increased setbacks, screening, or arterial street location requirements. Conditional Uses are those uses which are allowed only after a positive finding that they, as proposed, will not cause adverse impact on surrounding properties. Those impacts range from traffic impacts to noise, light, property values, etc. Like the site plan review standards, the Courts have been clear that such standards must be objective measures which can be met and not vague ideals which do not give clear direction to the Board or the applicant. While some Ordinances provide special exceptions or conditional use decisions be reviewed by a separate board, Hampden designates the Planning Board as the reviewing agency.

It is recommended that land use decisions, even where multiple reviews are indicated, be delegated to the Planning Board for a consistency of review.

The use of "conditional use" designation is somewhat overused to the extent that its value as a "higher test" is reduced. The Zoning Ordinance presently has one set of site plan submission and review standards which must fit home occupation uses to commercial and industrial uses. Development review ought to operate in a hierarchy such that there are several levels of detail which are required based on the level of impact of the project. The Town should develop new submission and review guidelines for reuse proposals, such as home occupations, where no site elements are changing. Those guidelines could remove home occupations from the current rules and license them like a victualers license if the Town determined that the use runs with the owner rather than the land.

**Staff Review.** The Town of Hampden is a relatively small municipality and does not have a wide range of in-house technical review staff. Presently, at the direction of the Town Planner, development submittals are reviewed by a development review team composed of the Code Enforcement Officer, Public Works Director,

Public Safety Director, and Town Planner. Civil engineering expertise is retained on an as needed basis. At present, the Ordinance allows the staff 45 days to review development submittals prior to review by the Planning Board. The Ordinance does allow the Staff to forward acceptable applications to the Board in less time if they choose to do so. The Town does require processing fees based on the size of a project. Presently, the fee system allows for three levels: \$75, \$150, and \$300. Given that the average newspaper ad is around \$100 the fees may not even cover that expense. Other than the smallest or minor projects, the Town asks for a \$500 deposit for the cost of outside engineering expertise. The Town is aware that there is a cost to developing sound plans and strives to require only information which is required to meet the objectives of the ordinance.

**Zoning Amendments.** There are two types of zoning amendments: text amendments and map amendments. Text amendments are changes to the language in the zoning ordinance. Text amendments can be minor adjustments in language, the addition of new definitions, or major amendments to districts. Text amendments follow a process which requires review and recommendation by the Planning Board. Following a recommendation by the Planning Board, the Town Council must advertise and hold a public hearing pursuant to the amendment. The provisions of the Zoning Ordinance provide that if the Planning Board does not support a proposed amendment, the Town Council must attain 2/3 (two-thirds) majority to pass the amendment. Map amendments require public hearings before both the Planning Board and the Town Council. Again the Planning Board makes a recommendation to the council as to passage which requires 6 (six) votes to override a negative recommendation. With the Planning Board's positive recommendation it requires 5 (five) Council votes for passage. This rezoning process is a lengthy and expensive process. Part due to Hampden's own extra effort to encourage public input, but also in part due to state mandated advertising requirements which require each proposal be advertised twice for each public hearing. While

text amendments may only be introduced into the process by the Council, Planning Board, or public participation; map amendments may be requested by written application. Hampden has been fortunate that it is not burdened with continual rezoning petitions (some communities have).

The Zoning Map amendment process is to be consistent with the Comprehensive Plan and its proposed land use and proposed zoning maps. The question for the Municipal Officials is how this is interpreted. If an area is proposed for zone B, and is currently designated zone A, can single or non-contiguous parcels be rezoned leaving a broken tooth effect in the zoning map? This issue is not clearly addressed in the current ordinance. The goal of comprehensive planning should be to move from the less appropriate use and zone to the more appropriate one. This would seem to take precedence over the appearance of the zoning map or the pace of the change.

**Contract Zoning .** While some discussion of contractual zoning was recommended in the 1986 Comprehensive Plan, it is not recommended at this time. While there are merits in contractual or conditional rezoning, it appears to move in a direction of continuing erosion of the basic land use concepts which are embodied in the existing zoning districts. Where new ideas and changing conditions require flexibility in the Zoning Ordinance; comprehensive solutions should be sought. Contractual and spot zoning are never comprehensive solutions.

**Shoreland Zoning.** As discussed in the Natural Resources section of the plan the basic natural resource data; wetlands, flood plains vegetation, slopes etc. supporting our Shoreland districts is poor. It is strongly recommended a basic set of environmental parameters be developed for which the Town could begin the task of data collection in support of the Shoreland provisions. Even if the data was collected incrementally, the existing shoreland zones could be adjusted as the data were analyzed. This would most cost effectively be done by aerial interpretation and field checking as was done with some urban wetland areas. With the State's mandatory, minimum, guidelines as a basis



the Town could evaluate those areas where additional local protection should apply. This effort done in conjunction with a Geographic Information System (GIS) supporting the Assessing, Public Works, and Planning Functions is becoming cost effective for many Maine municipalities.

## **SUBDIVISION**

Subdivision review stems from three basic objectives; first, to coordinate public infrastructure which may be associated with a subdivision development; second, to insure to some degree the buyers are getting buildable lots; and finally, to provide a public record (recorded plat) of what is to be laid out and conveyed. Subdivision regulations have evolved further to encompass external impacts such as traffic impacts, environmental impacts, and community facility impacts.

Unlike zoning regulations, the basic requirement for subdivision review and approval comes from the state. Title 30-A, Sections 4401 through 4407 provide the basic requirement for subdivision review and approval. The State Subdivision Law also provides definitions, submittal requirements, review standards, and procedural requirements. While Hampden has an adopted local subdivision ordinance, changes in the state subdivision law continue to require adjustments and changes due to the town's inability to disregard the states basic requirements. Having the basis of the definitions and guidelines at the state level leads to increased opportunity for varying interpretations of what is required. The present state definition includes three or more dwelling units as a subdivision, which fits very poorly with Hampden's Subdivision Ordinance and many others which traditionally review the division of land. The State Subdivision Law requires specific submittal information with little guidance as to how the Planning Board should view that data (i.e., wetlands).

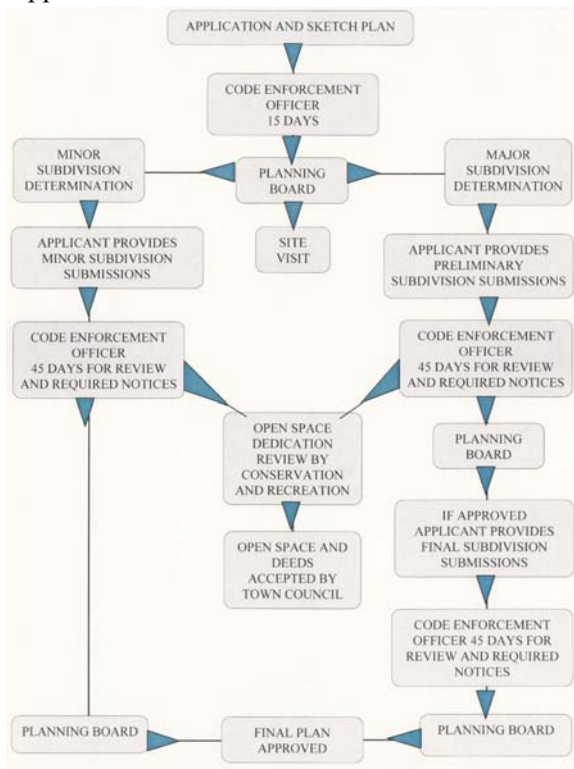
Hampden's Ordinance is set up to provide a three-step process: Sketch Plan, Preliminary Plan, and Final Plan. The steps allow for a progressively

increasing level of detail and complexity. The Ordinance gives the Town Planner no authority with regard to subdivisions. The Town Planner may see that additional submissions may be appropriate for a project. As a result, applicants find the Planning Board requests the same information and tables the item pending submission. The Town should give the Town Planner limited authority to set the Planning Board agenda and to require additional items prior to the meeting.

*Land Use Regulations Chart 1.* Subdivision Application Flow Chart shows the critical path that a subdivider must travel to receive subdivision approval. While the current rules produce a fine subdivision the amount of Council and Board meetings are cumbersome. The following is a potential list of items that should be considered to streamline the process.

- The Town Planner could be given authority to determine if a subdivision is major or minor.
- The Planning Board could integrate its sketch phase review into its site visit, walking the site with the subdivider and discussing potential issues.
- The current review of open space could be made simpler without requiring separate approval of the Council. The Council could delegate acceptance of the deeds and easements to the Town Attorney by providing him with a set of parameters that would be a finding of facts.
- Small open space areas retained by owner do not merit Conservation and Recreation comment unless such comment is adhered to (such as a recommendation of cash in lieu).

Land Use Regulations Chart 1. Subdivision Application Flow Chart



**Sketch Plan.** The preconference sketch plan is a basic introductory review between the subdivider and the Planning Board. At this level no fees are required and notification is not undertaken. Increasingly, subdividers are providing the Planning Board with more information at the sketch plan level. The more information the Planning Board has to react to, the better they can make the subdivider aware of the potential problems.

Land Use Regulations Table 2. Summary of Selected Existing Zoning District Changes

District	Existing Standards			
	Standard		Cluster	
	Lot Size	Front age	Lot Size	Front age
Rural	2 ac	200 ft	½ ac	66 ft
Residential A on-site waste	18k 30k	125 ft 150 ft	9k N/A	75 ft N/A
Residential B on-site waste	16.5k 25k	100 ft 125 ft	9k N/A	75 ft N/A
Seasonal	20k	100 ft	N/A	N/A
Interchange	1 ac	200 ft	N/A	N/A
Industrial	2 ac	150 ft	N/A	N/A
Industrial Park*	1 ac	200 ft	20 k	50 ft
Industrial 2	None	50 ft	N/A	N/A
Rural Business	2 ac	200 ft	N/A	N/A
Village Commercial	10 k	75 ft	N/A	N/A
Village 2 Commercial	12.5k	100 ft	N/A	N/A
Commercial Service	20 k	100 ft	N/A	N/A
Business	12.5k	75 ft	N/A	N/A
Business B	1 ac	125 ft	N/A	N/A

<sup>1</sup> Rural District will provide for shared driveways

<sup>2</sup> Interchange will be replaced by Commercial Service

<sup>3</sup> Rural Business will be replaced by Rural with provisions for traditional Rural Businesses

<sup>4</sup> Village Commercial will be somewhat amended; front setbacks will be deleted for businesses

<i>Land Use Regulations Table 3 Summary of Recommended Zoning District Changes</i>				
District	Proposed Standards			
	Standard		Cluster	
	Lot Size	Front age	Lot Size	Front age
Rural <sup>1</sup>	2 ac	200 ft	35 k	75 ft
Residential A on-site waste	N/C	N/C	N/C	N/C
Residential B on-site waste	N/C	N/C	N/C	N/C
Seasonal	N/C	N/C	N/C	N/C
Interchange	N/C	N/C	N/C	N/C
Industrial	N/C	200 ft	N/C	N/C
Industrial Park*	N/C	100 ft	N/C	N/C
Industrial 2	N/C	N/C	N/C	N/C
Rural Business	N/C	N/C	N/C	N/C
Village Commercial	N/C	N/C	N/C	N/C
Village 2 Commercial	12.5k	100 ft	N/A	N/A
Commercial Service	1 ac	200 ft	N/C	N/C
Business	N/C	N/C	N/C	N/C
Business B	N/C	N/C	N/C	N/C

<sup>5</sup> Seasonal will be replaced by Rural

<sup>6</sup> Industrial 2 will be deleted as public utilities are made available

<sup>7</sup> Commercial Service will be amended to provide for sites without public sewer & water

**Preliminary Plan.** Preliminary Plan provides for much more detailed base data and engineering review. The development of street systems, utility layouts, and stormwater impacts are reviewed.

Final subdivision plan incorporates any comments made by the Planning Board and provides final details on design and impacts. Prior to final plan approval; the issues of improvement guarantees, open space, and other dedications are handled. At final approval, a final plat plan is signed by the board which indicates approval and any conditions attached.

The present ordinance does provides a modified process for minor subdivisions (those with no public improvements and fewer than five lots). Consideration should be given to developmental subdivisions and whether some specifically tailored approach would be more appropriate.

**Financial Implications.** The cost of developing subdivision plans, which include public improvements, is substantial. The cost to the Town, in terms of staff time and outside engineering expertise (as well as associated legal costs) is high. The present final plan fee structure is geared to cover plan review expenses and construction review expenses. It may be advisable to split the present final plan fee structure into a plan review fee and a construction review fee. In addition to processing fees, the Town requires improvement guarantees for public improvements to be constructed. Originally, the Town allowed property held in escrow to serve as a guarantee. However, land held in escrow was a non-negotiable/non-liquid source of funds. If the goal is to fund the completion of the construction of public improvements, this was not as certain of a surety as a bond or cash. Developers primary incentive for completion of improvements is the market sales of the lots. In a bear market a vacant parcel of undeveloped land may not be the best incentive for developers to complete the improvements.

**Public Improvements & Dedications.** The Town of Hampden has specific design standards for sewer and road construction. The Subdivision Ordinance has guidelines as to stormwater management, but no construction standards. The Town's Sewer Ordinance provides specific guidelines for sewer construction. The Hampden Water District has its own design standards for its

lines. The Town's road standards, while included in the Public Ways Ordinance, are largely included in the Subdivision Ordinance. The Public Ways Ordinance and the Subdivision Ordinance are in part in conflict. Further, the Planning Board, in reviewing appropriate development details, is occasionally asked to waive certain road standards. Such a scenario could pose a significant burden for a developer who choose to build to other than the stated town standards (based on a decision of the Planning Board) and have the Town Council not accept the road due to its non-compliance with adopted town standards. It is recommended in this plan that new road design standards be adopted to accommodate varying development types. It is also recommended that the specific construction details for various road types be removed from the Subdivision Ordinance and placed in an updated Public Ways Ordinance. While the Planning Board can have input into the development of those standards and can make recommendation as to the deviation from them to the Town Council, the Town Council ultimately should be making those decisions. Additional clarification should be made concerning road reservations and temporary cul-de-sacs. The Public Ways Ordinance should also develop a process to review public streets constructed outside of subdivisions. The process by which land is designated as open space, recreation land, or other; and its eventual dedication, is a vague one. Often, after approvals have been obtained and developments built, the details on the transfer of such parcels falls through the cracks. A clear process needs to be established to insure that lands approved to become property of the Town are eventually executed in a timely manner.

The Town should coordinate the design and layout of public utilities with separate utility providers during the subdivision process.

In addition to providing for on-site issues, the guidelines need to consider off site impacts such as: traffic, stormwater, erosion, and sedimentation. Proposed roadways need to be evaluated for sight distance, proper alignment, offset intersections, and improvements off-site where necessary.

Hampden's Subdivision Ordinance is becoming somewhat dated, and in light of numerous changes in the state subdivision law and inconsistencies between it and developing town policies and ordinances, it should undergo a thorough review and update.

**Official Map Ordinance.** The Town should develop and adopt an official map ordinance. Such an ordinance includes a map that indicates public and private streets both existing and proposed. The purpose of such an ordinance is to allow the town to plan its streets. Once a planned street is placed on the Official Map that planned street alignment has the effect of actually existing on the ground for purposes of building setbacks. The subdivision ordinance encourages cross connection of developments. This ordinance will facilitate that goal when streets are planned. The opening up of large development parcels or the creation of major arterial streets are also facilitated by such a planning tool. An Official Map Ordinance provides a public participation process like that found in a zoning ordinance.

### **State & Federal Land Use Regulation**

In addition to local permits and approvals, some land use activities require permits from other agencies such as: the Army Corp. of Engineer's, or the Department of Environmental Protection. Some of the local regulations are mandated by State and Federal agencies. The case of wetland regulation is discussed in the Natural Resources Section.

It should be the Town's policy to review development proposals on their merit based on Hampden's goals and objectives. The local reviewing agency should not be tied to other approvals required, nor should local decisions be influenced by approvals by other agencies.



**Overview.** The Town of Hampden has seen its State Full Value Assessment increase by nearly 100% in the past 15 years. The Town's annual spending rose in a similar fashion over the same period, resulting in an increase in the actual Tax Rate from 16.70 in 1988 to 15.10 in 1992 to 17.50 in 1995 to 20.80 in 2000. The majority of Town revenue is raised from real property taxes. The majority of its expenditures are on education. This is consistent with most communities in the State of Maine. Real estate values have been driven up in part by the proximity of Hampden to the Bangor economic area, and in part by the attractive residential character of the Town.

**Planning Implications.** Land valuation, taxation, revenue, and expenditure issues are related to several other topics addressed in this plan. Municipal expenditures on recreation, public services, affordable housing or transportation (Transportation and Public Facilities sections) must be balanced by the Town's ability to raise revenue through property taxes, state revenue sharing or other means. Decisions to protect important pieces of land through acquisition or tax protection are as much a cost to the Town as are capital investments in new buildings or fire equipment. Fiscal capacity and valuation are directly linked to population and economic growth rates and concomitant development patterns.

## VALUATION AND TAX ASSESSMENT

Hampden's ability to raise tax revenue is dependent largely on its tax base, or valuation. Hampden's growth in valuation is shown in table *Fiscal Capacity Table 1*. Hampden's state valuation has increased by almost 100% over the past five years. State adjusted mill rates show somewhat unstable in recent years; although, the rate has declined overall since 1988. The increase in valuation has been primarily market driven and does not necessarily reflect the ability of residents to pay higher tax bills. This is particularly true for properties adjacent to modern subdivisions where owners have more likely seen property values rise at higher rates than others in Town.

<i>Fiscal Capacity Table 1: Valuation, Tax Rate and Tax Assessment - Hampden 1988-2002</i>				
Year	Assessed Value Local Reported and State Full Value		Tax Rate per 1000	Tax Assess- ment
2002*	Local	300,114,300	21.25	6,377,429
1999	Local	276,746,612	20.80	5,756,330
1994	Local	252,800,000	17.80	4,643,681
	State	260,880,942		
1993	Local	249,000,000	15.80	4,044,559
	State	255,984,774		
1992	Local	246,750,000	15.10	3,828,400
	State	253,536,450		
1991	Local	251,750,000	15.60	3,396,470
	State	217,722,533		
1990	Local	196,969,115	15.00	2,954,537
	State	214,650,000		
1989	Local	163,539,800	16.75	2,739,292
	State	178,500,000		
1988	Local	147,221,700	16.70	2,458,602
	State	140,100,000		
Source: State of Maine, Bureau of Taxation, Municipal Valuation Return. *Budgeted for FY 2001				

*Fiscal Capacity Table 2.* compares Hampden's assessment and valuation to those of the County. While Hampden's 1990 population represented 4.4% of Penobscot County, the Town's valuation is equal to 4.2%. Hampden's per capita valuation is about equal to that of the County.

*Fiscal Capacity Table 2: Valuation, Tax Rates and Tax Spending (assessment) - Hampden, Penobscot County: 1991*

	1990 Census Population	1991 State Valuation Millions	1991 Valuation per Capita
Hampden	5,977	214.65	35,913
Penobscot County	143,691	5,075.95	35,325
Source: Maine Bureau of Taxation: 1991 Municipal Valuation Return; US Census			

*Fiscal Capacity Table 3* shows the rise of local tax generated expenditures from 1987 to 1992.

*Fiscal Capacity Table 3. Tax Spending in Hampden: 1987 - 1992*

Year	Spending in Millions
1992	4.902
1991	4.514
1990	3.800
1989	3.424
1988	3.262
1987	2.964
1987-1991	65.38% increase
Source: Town of Hampden Annual Report	

*Fiscal Capacity Table 4* compares various components of Hampden's valuation to those of Penobscot County. Column 1 measures the percent of total municipal assessment which is the commercial and industrial machinery and equipment. This column is an indicator of how much the tax burden falls on businesses versus residences. Column 2 measures industrial valuation. Column 3 measures the percentage of property which is tax exempt (government,

churches, schools, etc.). These numbers serve to reinforce the fact that Hampden is primarily residential, with little industrial base.

*Fiscal Capacity Table 4: Percentage of Total Valuation by Type - Hampden, Penobscot County: 1991*

	% Personal Property	% Industrial Valuation	% Exempt Property
Hampden	7.6%	7.5%	7.8%
Hermon	6.5%	---	2.9%
Penobscot County	2.1%	21.3%	16.6%
Bangor	8.4%	2.6%	37.8%
Source: Maine Bureau of Taxation: 1991 Municipal Valuation Return			

*Fiscal Capacity Table 5* shows the amount of tax protected land in Hampden and the region. These state taxation programs, which offer tax abatements for specific land use protection, do not have a major impact on Hampden's tax base which is primarily comprised of residential properties. The Town has very few seasonal homes, which generally are better revenue producers than the year round properties with children that are educated; i.e., they usually generate more tax revenue than they cost in services. Year-round residences with children are the opposite, since the cost of educating a single child generally exceeds the tax revenue produced by that property.

## **MUNICIPAL REVENUE**

**Current and Future Municipal Revenues.** Hampden, as do most Maine communities, raises most of its operating and capital funds through real estate and excise taxes. In FY 1991-92, the former accounted for well over 74% of total revenue, and the latter just over 12%. State Revenue Sharing and Local Road Assistance funds accounted for another 7%. The remaining

revenue came from various fees, licenses, and fund equity. State cuts in Local Revenue Sharing and School aid could have a major impact on the local tax rates, and/or impose negatively on various reserve accounts, if the School District and Town wants to avoid reductions in local spending.

*Fiscal Capacity Table 5. Tax Protected and Tax Exempt Properties - Hampden, Penobscot County: 1991*

	Hampden	Penobscot County
Total Land Value in Millions	79.650	1,214.172
Acres in Farmland Protection	152	17,372
Valuation in Millions	0.017	2.227
Acres in Open Space Protection	0	25
Valuation in Millions	0	0.006
Acres in Tree Growth Protection	270	548,735
Valuation in Millions	0.020	36.778
Source: Maine Bureau of Taxation (72% of land value in County is exempt)		

While real estate revenues increased between 1987 and 1992, excise taxes fell off in 1990-91 and 1991 - 92, but rebounded in 1992-93. (This revenue drop was primarily due to the loss of one business). Similarly, State Revenue Sharing has been declining, and will undoubtedly continue to do so while the State is in fiscal crisis. Besides property taxes, the Town derives a large amount of its revenues from fees. While motor vehicle excise taxes and state revenue sharing provide the lion's share of those non-property tax fees, the numerous other fees represent a significant contribution to lowering tax rates and providing

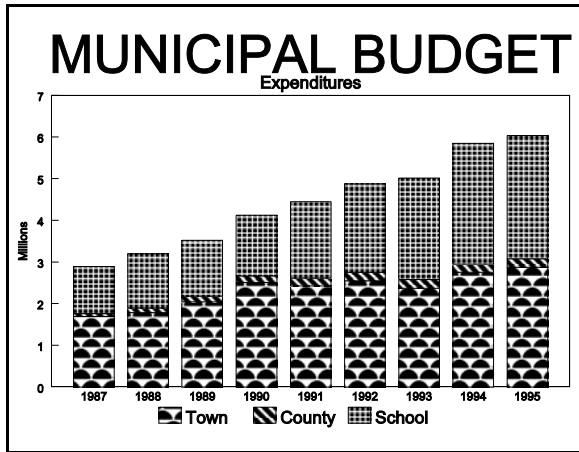
equity in the tax burden. Fees for services; such as building permit fees, ambulance service, and activity fees for sports programs require the persons directly benefitting to carry a substantial portion of the cost. Interest income on town monies represented over \$75,000 in 1993-94. Interest rates represent another declining revenue resource; although, they also represent an opportunity to borrow at substantially lower cost. The reductions in special revenue sources put increased pressure on the real estate tax as the Town's primary revenue generator.

If the current real estate slow down continues, property values may well increase at much slower rates over the next several years. At the same time, Hampden will likely be facing expenditures which will increase at a faster pace than those generated through the appreciation of real estate; the net result is increases in real property taxes. Unlike the 1980's, residents will be facing these higher taxes during a period of slow economic growth, including the likelihood that salaries will not be increasing at comparable rates. *Fiscal Capacity Table 6* shows revenues by category, to the extent that the annual reports of the Town allow, for the years ending in 1988 - 1992.

*Fiscal Capacity Table 6: Sources of Municipal Revenue*

Receipts	1990-1991
Property Taxes	3,362,921
Excise Taxes	612,752
Intergovernmental Revenue	408,536
Interest	165,130
Other	50,727
Total	4,600,066.00
Source: Town of Hampden Annual Reports.	

## MUNICIPAL EXPENDITURES



## MSAD 22

Hampden is a member of School Administrative District 22, which also includes the Communities of Winterport and Newburgh. The SAD's budget is developed by the school board and voted on by the residents in each community. The present local funding formula is based on 80% of adjusted Town valuations and 20% of student enrollment. This could result in changing municipal contributions due to changes in property valuation more so than changes in student enrollment.

## MUNICIPAL DEBT AND CAPITAL FINANCING

The Town of Hampden, as of June 30, 2001, had a capital debt, with annual debt service at \$443,207 per year, inclusive of sewer bond indebtedness. Technically, the Town has the capacity to borrow as much as 15% of its total State Full Value, or \$37,762,500; of which \$24,700,000 million is reserved for educational needs, thereby allowing a net \$13 million plus or minus to be used for general government purposes. The Town, at the end of FY 1991-92, had a bonded indebtedness outstanding of just under \$1.5 million, leaving a substantial remaining borrowing capacity.

The Town of Hampden does maintain an annually

updated Capital Improvement Program (CIP) which is part of the Town's annual budget and public hearing process. Obviously, needs and priorities change during each year which may impact the implementation schedule of the Plan or result in a major revision.

*Fiscal Capacity Table 7: Summary of Local Expenditures  
Hampden: 2001-2002*

	2001	2002
Administration	496,856	571,422
Town Council	13,450	13,577
Municipal Bldg.	29,750	32,135
Tax Collector	5,800	6,300
Elections	8,750	8,750
Assessor/CEO	92,829	94,882
Planning	64,391	65,601
Econ. Dev.	46,550	37,190
Debt Service	199,163	443,207
Capital Pro.	199,163	205,000
Public Safety	197,500	135,335
Police	510,389	550,343
Fire	487,384	586,204
Highway	688,882	706,216
Garage	13,675	17,300
Solid Waste	251,640	283,293
Bldg./Grounds	44,785	38,544
Park/Rec.	21,795	45,816
Library	132,809	146,662
Pool	190,917	208,865
Marina	500	500
Soc/Serv.	0	0
Assistance	10,000	10,000
The Bus	30,000	32,525
County Tax	257,192	277,973
Education	4,210,217	4,357,717
Total	8,133,049	8,875,357
Source: Town of Hampden Budget		



However, the development of a Capital Plan requires a thought process which also requires careful prioritization and analysis of needs. A carefully developed CIP, with a well-publicized adoption procedure, should reduce spending as a result of political pressure or casual whim, and will help protect both elected and appointed officials from accusations of undertaking arbitrary spending programs.

### **FISCAL MANAGEMENT PLAN**

**Goal.** To plan for, finance, and develop an efficient system of public infrastructure, facilities, and services to accommodate planned growth and development.

The Town's annual budget provides allocations for continuing operations and for capital reserves, allocations for future expenditures. The process of providing an annual allocation for some future capital expense provides for a stable budget absent of large fluctuations required in years where large capital purchases are made.

The Town's annual budget is developed on an annual basis through a public input process which spans several months prior to final adoption. The annual budget workshops are open to the public, as well as the final budget hearing, held at the time of adoption.

**Reserves.** The Town maintains and annually updates a five-year capital improvement program to set aside funds for future purchases. Funds which are contributed annually are held in a reserve account which is carried forward from year to year as it accumulates. Other non tax revenues are allocated to specific reserve accounts to defer the costs of service related to those accounts. Reserve accounts are used for "cash-in-lieu" funds, contributed by development projects, and local road assistance funds. It is recommended that the specific goals and objectives be developed to guide the use of such funds and to ensure they gain the maximum return. Where grant funds are available, such reserve policies should advocate funds be used to

match other state or federal dollars.

The Town should dedicate the following reserve accounts, based on the goals and objectives of this Comprehensive Plan:

- Planning & Development
- Economic & Community Development
- Recreation Facilities and Open Space
- Pedestrian Facilities (portion of Roads and Bridges)

**Expenditures.** In the purchase and acquisition of major equipment and services, it is the Town's policy to advertise and receive sealed bids. Within the specifications provided, it is the Town's policy to accept the low bid. Further, to support local vendors and service providers, it is the Town's policy to give preference to those firms when it is in the Town's best interest to do so.

**Grants.** There are a number of annual grant programs available to the Town which access federal funds through numerous State Agencies. The most widely known grant program is the Community Development Block Grant Program (CDBG). This program provides federal money to communities to develop numerous facilities and infrastructure which will benefit low and moderate income persons. Given Hampden's overall income levels, the Town does not qualify for town wide projects. Only neighborhood specific projects which met the 51% low and moderate income guidelines would be feasible. One other portion of the program does provide rehabilitation monies for the Town to distribute as low interest loans to eligible homeowners.

Other grant programs do not require the same low and moderate income benefit guidelines. Most grant programs require some form of local matching contribution. Programs vary from 20 to 50 percent. In addition, many programs allow for "in-kind" contributions which do not require monies, but allow other qualifiable match value.

**Fees.** One means of providing equitable service to taxpayers is to apply user fees to services which are not generally used by everyone equally. Certain services, which may not directly benefit

everyone, have traditionally been seen as the services supported by the general tax payer, such as: police and fire protection, education, and road maintenance. User fees more accurately allow the cost of specific services be borne by those who use them. Presently, Hampden charges fees for: permits, inspections, licenses, services, etc.

<i>Fiscal Capacity Table 8. Reserve Funds</i>			
Project (Department)	Est. Cost	Reserve Balance (3/31/91)	FY95
Roads/ Bridges (PW)	\$765,000	\$296,807 **10,000	\$37,049 *(60,000)
Equip. Replacement (PW)	177,000	72,270 **25,000	14,932
Veh(s) Replace. (Fire)	250,000	10,017 **12,840	54,286
Cruiser/Comm. Reserve (Police)	85,000	10,075 **10,000	12,985
Veh. Replace. (Amb.)	20,000	5,558 **2,956	2,296
Emerg. Books (Library)	20,000	0	5,000
Computer (Town Debts)	25,000	1,700	5,200
Ballot Counter (Admin)	15,000	5,275 **5,000	0
Records Restoration (Admin)	4,600	0 **2,300	0
Pl. & Dev. Res. (Planning, Legal, Zoning)	15,000	0 **7,500	0
Planning Dept.(Res)	8,700	0 **4,350	0
Sub-Total	1,385,300	401,702	131,748
Total (include exp.& state funds)	1,385,300	481,648	191,748
Source: Town of Hampden * Local Roads Assistance Funds of \$60,000 per year also est. to be available ** Difference between Est. Cost and Reserve Balance + annual costs = expended funds			

In most instances; the fees charged are not intended to support the entire cost of services, but to help offset the general burden on the taxpayers.

<i>Fiscal Capacity Table 9. Assorted Grant Sources and Local Share</i>		
Grant Name	Source of Funds	Local Share
Community Development Block Grants	Department of Economic Community Development	
Land & Water Conservation Funds	Bureau of Recreation	50%
Enhancement Funds	Maine Department of Transportation	20%
Symms Trails Act Fund	Bureau of Recreation	
Historic Preservation Survey & Planning Grants	Maine Historic Preservation Commission	50% to CLG*
Urban Forestry Program Grants (Tree Planting)	Maine Forestry	
*CLG - Certified Local Government		

## CAPITAL IMPROVEMENT PROGRAM

The Town's Capital Improvement Program is a revolving five year plan which defines a fixed future costs and schedules specific annual allocations. While it is not a good policy to reserve dollars for unknown future expenses, the reserve accounts should be broad enough that ad hoc allocations for small equipment purchases that appear over two or three years and then disappear. Similarly, monies in excess of a specific capital expenses are tapped for other reasons. Each reserve account ought to have some policy guidelines as to its intended use.

CAPITAL IMPROVEMENT PROGRAM			
	Annual Allocati on	Five Year Plan	Ten Year Plan
Roads & Bridges Sidewalks (10%) <sup>○</sup> ■	40,000  60,000 <sup>1</sup>	500,000  20,000	1,000,00 0  40,000
Equipment Replacement		Expended Annually	
Police	15,000	100,000	200,000
Fire	20,000	20,000	
Ambulance	4,000	75,000	150,000
Pub. Works	15,000	25,000	50,000
Computer	5,000		
Facilities Maintenance	10,000	50,000	80,000
(Buildings & Grounds)	5,000	25,000	50,000
Economic & Community Development			
Planning & Development	2,500	12,500	24,000
Recreation Facilities <sup>○</sup> ■	5,000	25,000	50,000
TOTAL			
<sup>1</sup> Local Roads Assistance Funds <sup>○</sup> Should be used as Matching Funds <sup>■</sup> Cash in Lieu Funds Available			

### GENERAL GOALS

It is understood that many of the resources, which are geographically within the boundaries of the Town of Hampden, must be used in coordination with other communities which share those same resources. It is the intent of this plan to coordinate the Town's efforts with those of the surrounding communities; such that while looking out for the interests of Hampden, we are consistent and coordinated with our neighbors.

Hampden intends to participate with regional agencies to further the interest of the region where ever possible.

### UTILITIES

Hampden has developed as a suburban community of Bangor, and has developed agreements with the City of Bangor for sewer treatment service and the Bangor Water District (BWD) as a source of potable water. As the availability and costs of these resources change (due to natural limitations or regulatory changes) the Town is committed to carry its share of the burden.

**Sewer.** The Town of Hampden currently has an agreement with the City of Bangor for its share of the costs of constructing and operating its prorated share of the sewage treatment plant. There has been some discussion of sewer connections to the Town of Hermon via Coldbrook Road through Hampden. Such a line would have to be carefully evaluated in light of Hampden's land use policy for that area, and its policy to avoid pump stations which may well be required for such a line.

**Water.** The Hampden Water District presently obtains its water supply from the Bangor Water District. The Bangor Water District's reservoir at Flood's Pond has been limited due the presence of a potentially endangered fish (Atlantic Char). Regulations limiting the water supply draw down has left some question about future growth of water uses which was previously not a concern. The BWD has notified adjacent communities that its primary function is to serve the existing and future needs of the City of Bangor. The Town of

Hampden and the Hampden Water District need to work in unison to provide a secure long term water supply for the current users in the BWD service area.

**Electricity, Telephone, & Cable.** Electrical utilities which serve Hampden also cross municipal boundaries. Hampden's electrical needs are served by both Bangor Hydro Electric Company and Central Maine Power. Telephone service is also divided between Hampden Telephone Company and New England Telephone. Cable Television is provided by Adams Russell Cable Company. In order to serve the needs of Hampden residents and other adjacent communities, distribution lines may need to travel through Hampden. The Town will provide specific standards concerning the location of essential services and will cooperate with utility service providers to find acceptable locations to meet the needs of the consumers.

### TRANSPORTATION

Hampden has long been aware of its part in the region's transportation system. Early development patterns were reliant on the Penobscot River for moving goods and people. Today, Route 1A serves a regional roadway from coastal points which connect with Bangor and points north. Bangor International Airport serves regional, national, and international transportation needs. Finally, rail transportation flows through Hampden via the Bangor and Aroostook Railroad and the Maine Central Railroad.

**Roads.** Hampden's road network not only serves the needs of Hampden, but the region as a whole. The interstate and its tourist information centers are located in Hampden. Route 1A is a principle arterial which carries traffic from the coast to Bangor and points north. The section of Route 1A, Western Avenue, and the Route 202 Bypass are classified as part of the national highway system because of their importance as regional segments. It is in the best interest of Hampden, and the region's travelers, that Hampden protects these arterials from inappropriate development. Hampden participates in the Bangor Area



**Comprehensive Transportation Study/Metropolitan Planning Organization (BACTS/MPO)** that serves as a regional planning entity which plans for and allocates federal transportation monies to the Bangor Region.

**Rail.** While the Town has limited direct control over the railroads operation and/or location, Hampden provides incentives through its Zoning Ordinance for rail users. The Town's land use plan provides for industrial and commercial development along the rail lines where appropriate.

**Water Transport.** While shipping on the Penobscot is not what it once was; Hampden's portion of the Penobscot serves tankers transporting fuel oil from the coast to Bangor and Brewer, as well as Hampden.

**Bus Service.** Hampden utilizes the services of "The Bus" which is operated by the City of Bangor and supported by Federal Transit funds. The Bus network reaches from Hampden to Old Town and provides a regional fix route transit system. Oversight of "The Bus" is through the BACTS Committee as noted above.

**Air Traffic.** While none of Bangor International Airport is located in Hampden, a portion of the flight path does impact areas of East Hampden. The Town of Hampden will continue to coordinate its land use policy with the City of Bangor to insure no incompatible development occurs.

## **SOLID WASTE**

Even before the development of the Penobscot Energy Recovery Corporation (PERC) Hampden was the repository for the Bangor area's solid waste disposal through Sawyer Environmental Recovery Facility's landfill. In the mid 1980's, as PERC came on-line, SERF's role expanded to accept ash from the incinerator.

Hampden, along with other Bangor area communities, relies on the PERC incinerator for disposal of its municipal solid waste.

Today, Hampden participates in several organizations which seek a long term solution to the region's solid waste needs. The Municipal Review Committee (MRC) is a coalition of cities and towns which oversee the operation of the PERC facility. The Penobscot Refuse Disposal District (PVRD) is another regional association of municipalities which has been developing plans for demolition debris disposal for the Bangor area.

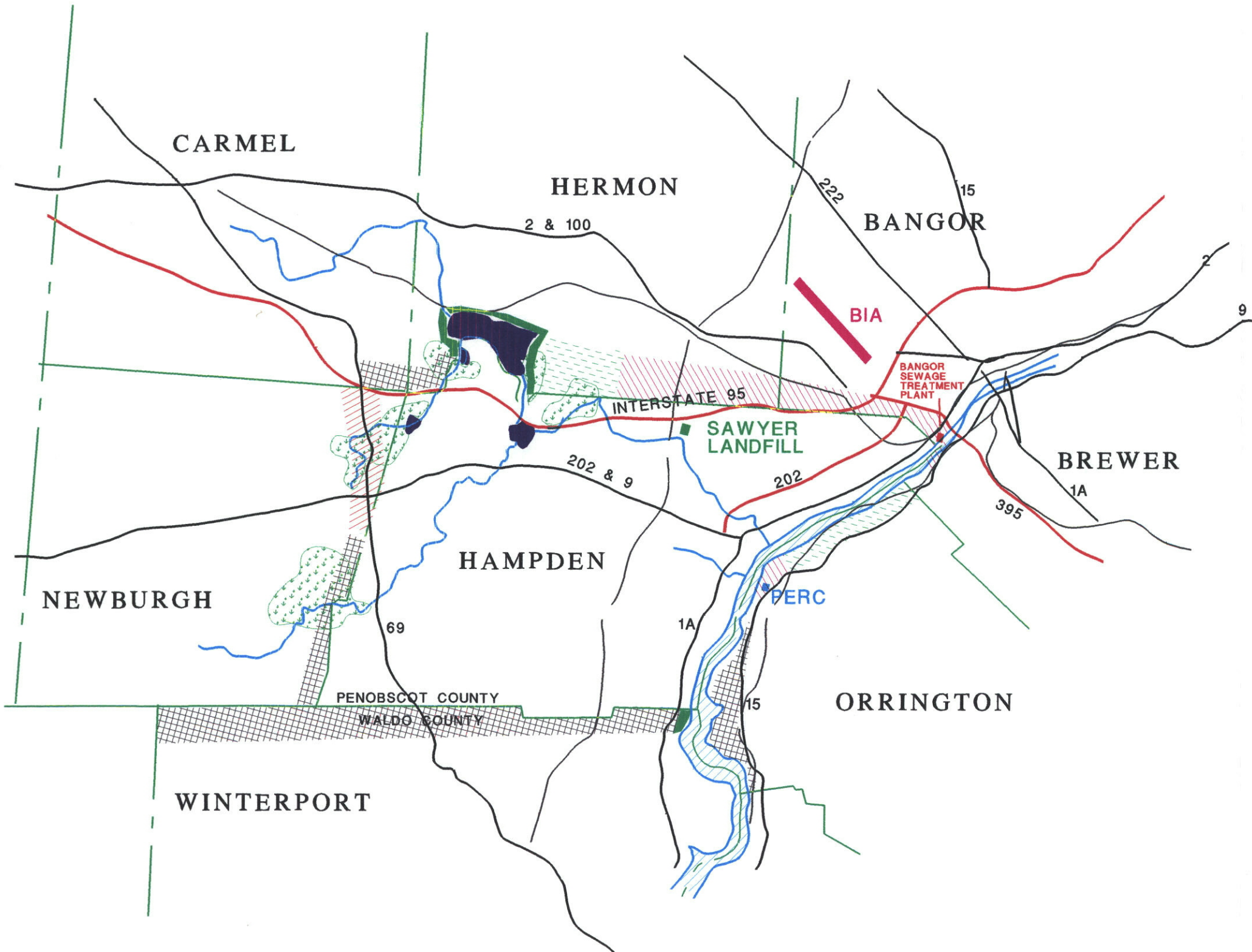
## **NATURAL RESOURCES**

Numerous natural resources; which lie in Hampden, cross municipal boundaries, or are of benefit to adjacent communities. Rivers, streams, and ponds do not stop at the Town line. Water quality impacts to the Souadabscook in Carmel and beyond eventually arrive in Hampden. In the same way, the hydropower dam in Hampden limits fish migration to Carmel and beyond.

**Penobscot River.** The Penobscot River is not only a shared natural resource, but a shared transportation route. The Penobscot has tremendous potential for multi-use functions: recreation, transportation, wildlife habitat, industrial water supply, etc. Where the river borders numerous municipalities, the land uses in one community may be conflicting with uses across the river; some means of regional coordination is indicated.







**Ponds.** Hampden shares Hermon Pond and Ben Annis Pond with Hermon. In addition, the associated wetlands and water sheds for Hammond Pond and Patten Pond lie beyond the boundaries of Hampden. As discussed in the Natural Resources section, the long range land use policy for Hermon Pond must be coordinated with the Town of Hermon.

**Wetlands.** Like the ponds mentioned, above—numerous large, high value wetlands are located at Hampden's boundaries. Burnt Swamp, which primarily lies in Newburgh, extends into Hampden along the West Branch of the Souadabscook. Wetlands surrounding Patten Pond and Ben Annis Pond are located in Newburgh, Carmel, and Hermon. The wetlands which are adjacent to Hermon Pond and the



# REGIONAL RESOURCES

## MAP LEGEND

-  WETLANDS
-  INDUSTRIAL
-  COMMERCIAL
-  RURAL
-  RESIDENTIAL
-  SHORELAND

— RAILROADS

NOT TO SCALE

HAMPDEN  
COMPREHENSIVE PLAN

outlet of the Souadabscook cross back and forth between Hampden and Hermon.

**Streams.** Most streams and their watersheds extend beyond the boundaries of Hampden. Water quality in the Souadabscook Stream and other waterways will be partially dependent on the actions of other communities.

**Sand & Gravel Deposits.** While there are no known gravel extraction operations which cross municipal boundaries, the region as a whole benefits from an abundant supply. As noted in the town wide soils evaluation, Hampden has a high number of sand and gravel deposits. These resources contribute to one negative impact; high volumes of truck traffic on Hampden's rural roads. On numerous occasions neighborhoods object to these high volumes traveling through. Presently, Hampden has only designated two streets limited to through truck traffic. The BACTS organization (noted above) will be reviewing truck routes throughout the region; Hampden will continue to monitor the impacts of its transportation policies.

## **LAND USE**

Hampden directly abuts five communities, and lies across the Penobscot from two others. Land use and zoning policies in those communities should be coordinated with our own. The City of Bangor, the Town of Hermon, and Hampden have discussed the potential to develop a regional economic development strategy for the areas adjacent to the interstate. At this time, no formal arrangement has been established.

**Orrington.** The Town of Orrington lies to the east of Hampden across the Penobscot River. While the Penobscot River provides a physical barrier between the two communities, it does not offer any visual barrier to development located along the rivers edge. The Orrington Town line is approximately adjacent to the Hampden Marina. Orrington's Zoning provisions indicate a Residential District which allows residential dwellings on 1 acre lots. From a point adjacent to the Municipal Library to Reed's Brook is an Industrial District. Most notable in that industrial district are: the defunct Holtra Chem, a manufacturer of chlorine and other chemical products used mostly by the region's paper mills, and Penobscot Energy Recovery

Corporation (PERC) the region's solid waste incinerator. At a point adjacent to Pleasant Street, the Residential District changes to a Rural/Residence and Farming District; which provides for residences at a lower density (2 acre minimum or 1/2 units per acre). That portion of Orrington is consistent with Hampden's low density residential land use policy along the Penobscot.

**Brewer.** The City of Brewer is currently in the process of updating its Comprehensive Plan. The zoning along the Penobscot River, adjacent to Hampden and across the from Coldbrook Energy's tank farm, indicates a high density Residential District. The Eastern Fine Paper Mill, and approximately 1500 feet north, is an Industrial District. From the Eastern Fine property, south to the Orrington line, is a medium density Residential District.

**Bangor.** The City of Bangor adopted an update to their Comprehensive Plan in 2000, and a new Land Development Code in 1991. Hampden is bordered by two types of industrial districts, the Urban Industrial District (UID) and the Industry & Service District (I&S). The UID is designed for heavier industrial uses; some which may not require public utilities. The I&S District encourages an industrial park type of development with the provision of public utilities. Like Hermon, Interstate 95 provides a physical barrier between a good portion of the two communities. The existing industrial developments along the borders are fairly compatible, and, in some instances, cross municipal boundaries.

**Hermon.** The Town of Hermon is currently updating its Comprehensive Plan. The present zoning along its southern border, adjacent to Hampden, is Residential B, and there is a Shoreland District around Ben Annis Pond and Hermon Pond. Hermon's Residential B District is designed for unserviced, residential development at a moderate density (1 acre minimum lot size). Adjacent to the Interstate, along Coldbrook Road, is an Industrial and Industrial Park District. The distinction between Industrial and Industrial Park is largely based on the provision of public utilities in an Industrial Park District. At present, there are

no public utilities available at that location.

**Carmel.** The Town of Carmel developed a Comprehensive Plan consistent with the guidelines of the State's Growth Management Program. The existing zoning regulations provide for Rural Residence and Farming adjacent to Hampden. The minimum lot size (2 acres per unit) is identical to Hampden's existing rural zone.

**Newburgh.** The Town of Newburgh's Zoning Regulations provide for residential uses throughout the community and business uses along certain major roadways. Route 69 and Route 9, where they extend from Hampden, allow business uses. Newburgh does not have any public sewer system adjacent to Hampden; therefore, development densities will be similar.

**Winterport.** Winterport's 1992 Comprehensive Plan identifies the area adjacent to Hampden as a Rural Residential area. The Rural Residential intent is to preserve the agricultural and forest resources similar to Hampden's rural policy. They identify minimum lot sizes of about 2 to 5 acres. Winterport currently does not require building permits, or have zoning regulations beyond the State's Mandatory Shoreland program.



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**IMPLEMENTATION PLAN**

In order for the goals and objectives of the Comprehensive Plan to become a reality, a number of tasks must be undertaken. The first step in implementing the Comprehensive Plan is to make the information, ideas, and concepts in the Plan available to everyone. If landowners and developers understand the ideas and goals of the Plan then they can proceed in a harmonious fashion in reliance that the Plan will be followed.

In addition to dissemination of the Plan, a concerted effort must be made to educate the public about the choices offered and alternative development scenarios outlined in the Plan. While this document has been in the process for many years, with public input along the way, this is the point in which a comprehensive review can take place. The Plan recommends numerous changes in subdivision and zoning guidelines. It restates old policies and encourages new ones. The Plan identifies new public improvement projects such as recreational facilities, sidewalks, and sewer extensions. The scope of work is so broad that it would take years to accomplish. However; it should be kept in mind that the Comprehensive Plan is not an end state to be achieved, but a guidepost to use along the way as an aid in making the day to day decisions for the future of the Town.

The prime consideration of this Plan is the philosophy behind its development, and its implementation is that it will lead to a community with greatest potential of meeting the needs and desire for health, safety, and general welfare for all its residents. This Plan is very broad in scope and encourages greater public investment in the Town of Hampden than what has occurred in the past. If the Town is truly to achieve the goals of this Plan; it needs to provide leadership and invest in Hampden, it needs to be an advocate for proper land use regulation, have fairness in taxation, conserve and preserve the Town's unique resources.

The Town is impacted by numerous elements many beyond its control. Within the scope of the

plan is an outline of those elements which the Town can have some influence over.

**Ordinances (Regulatory)** In addition to amendments to individual Ordinances, the overall goals and objectives of the Town's regulatory scheme needs to be reviewed such that these goals are met. Any inconsistencies should be eliminated.

**Budget (Annual Expenditures)** The Town can further the goals and objectives of the Plan by playing an active role through funding programs and projects advocated by the Plan. Annual participation in funding reserve accounts with the long term objectives in mind.

**Advocacy.** The Town needs to be an advocate for the policies and objectives of the Plan. As well as areas outside they own authority such as state and federal policies, programs, and legislation which impact the town.

**Support of Local Boards and Committees**

The Town Council is not alone in guiding the future of the Town. There are numerous appointed Boards and Committees that share that common vision. With adequate funding and staff support those volunteers and provide invaluable service.

**IMPLEMENTATION PRIORITIES**

Given the wide range of goals and objectives, and the inability of the Town to act on them all at once, they must be evaluated and prioritized based on potential gains and losses from action or inaction.

It is recommended that the implementation be evaluated and prioritized in accordance with the following tables.

The implementation schedule lists subject areas to be covered, a priority level, parties who hold the primary responsibility for completion and a cost basis for those elements where a reasonable cost element can be derived at this time.

**Priorities** - The plan lists priorities as immediate, high, or moderate. As the reader will note some elements of the Plan have been adopted prior to the plans adoption itself. The "Immediate"

classification indicates elements which should be undertaken within one year of the plans adoption. "High" priorities should be addressed in a one to two year time frame. The "Moderate" priority element should be considered within a five year time frame.

**Responsible parties** - The Town Council is the ultimate responsible party when it comes to ordinances policies and actions of the Town. However, it is understood that the day to day operation of the Town is handled by numerous staff persons who are directed by the Town Manager and Council. The Council has appointed various Boards and Committees for expertise and input on specific subjects and they are included in these listings. Without a concerted team effort the full vision of the Plan will not be realized.

**Costs** - The cost of implementation strategies can be viewed numerous ways; the cost of developing a specific ordinance in time, advertising, legal advice, etc., or the cost avoided by proper land use controls. The Implementation Section does not identify specific costs for developing ordinances or ordinance amendments even though there is a real cost to that effort. In part, it is seen as a integral part of the Town's mission to develop and maintain its ordinances (the cost of doing business). Large-scale infrastructure improvements which require engineering design and cost analysis also have not been included due to the remoteness of the scope of the projects at this time. Costs were included on potential annual expenditures for certain programs advocated by the Plan.

**Interconnection of Elements** - While the various are list by topical area, it is important to remember many of the elements interrelate with other sections and could be listed in many locations. The preservation of historic areas, for example will deal with appropriate infrastructure improvements, land uses bonuses and specific facade review, annual appropriations for the Historic Preservation Commission.

HOUSING IMPLEMENTATION STRATEGIES					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
Establish Annual Reserve for affordable housing			X	TC	\$5,000 /annum
Develop fee waiver for affordable projects		X		TP/PB/TC	Varies
Eliminate Multiple Review	X			TP/PB/TC	
Review Frontage Requirements			X	TP	N/A
Review Rural Multi-Unit		X		TP/PB/TC	
Amend Multi-Unit Cap			X	TP/PB/TC	
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				

ECONOMY IMPLEMENTATION STRATEGIES					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
Utilize Tax Increment Financing	X			EDC/TC	
Carefully select tenants for Business Park	X			EDC	
Develop an annual reserve account for economic development		X		TC	\$25,000
Develop commercial/industrial road standards			X	TP/PW/TC	
Review permitted/conditional uses by district		X		TP/TC	
Expand public infrastructure to industrial planned areas		X		PW/TC	\$1,000,000
Develop local economic development information package		X		TP/TM	\$10,000 - \$25,000
Develop Hampden marketing plan			X	TM/EDC	
Review opportunities for appropriate rural businesses		X		TP/TC/PB	
Develop locally available financial incentives			X	TM/TC	
Maintain contacts with other regional economic development entities			X	TM/TC/EDC	
Advise Council for utility service expansions for economic development	X			EDC	
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				



PUBLIC FACILITIES AND SERVICES IMPLEMENTATION STRATEGIES					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
Administration Improve data base sharing			X	CEO/TP/TA	
Fire Review staffing, equipment, facilities			X	PS/TM/TC	
School Review facility needs		X		SAD 22	
Sewer & Water Utilities Continue routine upgrades and plan future expansions			X	PW/TC	
Develop infrastructure plan		X		PW/TP/TC	
Develop street standards and lighting policy			X	PW/TM/TC	
RECREATION					
Maintain recreation facilities		X		PW/TC	\$5,000/yr
Evaluate existing open space lands for development			X	RC/TP	
Provide full time single source oversight of recreation facilities & programs		X		RC/TM	
Provide annual reserve for recreation improvements		X		TM/RC/TC	\$5,000/yr
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				

TRANSPORTATION IMPLEMENTATION STRATEGIES					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
Establish Official Map Ordinance to plan future streets	X			TP/TC/PB	
Develop road hierarchy	X			TP/PB	
Review current road design standards	X			TP/TC/PW	
Review bus routes/ridership			X	TM/TC	
Evaluate possible public parking areas			X	TM/TP/PW	
Develop designated bike routes			X	TP/TC	
Allocate a portion of roads budget to pedestrian & bicycle amenities			X	PW/TC	1% of road budget
Expand and maintain pedestrian amenities		X		TP/TC/PW	
Develop shared driveway guidelines	X			TP/TC/PB	
Develop threshold and guidelines for ordinance mandated traffic analysis	X			TP/TC/PB	
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				

NATURAL RESOURCES IMPLEMENTATION STRATEGIES					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
Review Zoning Ordinance earth moving guidelines			X	TP/PB/TC	
Develop ground water protection performance standards			X	TP/PB	
Develop stream protection guidelines			X	TP/PB	
Review lake water quality standards in the Subdivision Ordinance			X	TP/PB	
Review (Shoreland) Resource Protection placement			X	TP/PB	
Integrate new wetland policy in Subdivision & Zoning Ordinances		X		TP/PB/TC	
Integrate Flood Plain Management Ord. into Subdivision & Zoning Ordinances		X		TP/PB	
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				

COMMUNITY CHARACTER & HISTORY IMPLEMENTATION STRATEGIES					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
HISTORIC RESOURCES					
Amend Zoning Ord. to protect historic sites, landmarks, and archeological resources from adverse impacts			X	TP/PB/HP	
Notice to Historic Pres. Comm. of projects within 300 feet of a documented resource			X	TP/PB/HP	Minor
Low interest loans for appropriate historic preservation improvements			X	TM/TC/HP	\$5,000 Revolving loan
Land use regulation appropriate for historic properties: parking, signage, densities, setbacks, etc.		X		TP/PB/HP	
Gear public improvements to appropriate historic context in applicable locations			X	PW/TC/TM/HP	
Develop a user friendly Historic Preservation Ordinance			X	TP/HP/TC	
Provide financial support to HPC activities	X			TC/TM	\$2,000/annually
TOWN CENTER					
Expand Town Center (Village Commercial District)	X			PB/TC	
Update Village Comm. Dist.	X			TP/PB/TC	
Improve Town Center streetscape		X		TP/PW/TC	\$5,000 - \$50,000
Evaluate Public Parking			X	TP/PW/TC	



**IMPLEMENTATION - 9**

NEW RESIDENTIAL DEVELOPMENT					
Review public improvement design standards (Streets, sidewalks, right of way widths)		X		TP/PB/PW/TC	
Evaluate tree planting requirements/program			X	TP/PW/TC	\$1,000/yr
RURAL DEVELOPMENT					
Amend Zoning to encourage agricultural uses and appropriate rural businesses	X			PB/TC/TP	
Review Rural Cluster requirements		X		PB/TP/TC	
Develop shared driveway option			X	PB/TP/TC	
Amend zoning to protect rural areas from incompatible (urban) uses			X	PB/TP/TC	
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				

LAND USE REGULATIONS IMPLEMENTATION STRATEGIES					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
Establish authority for Town Planner to administer ordinance responsibilities	X			PB/TC/TP	
Amend Rural District		X		TP/PB/TC	
Expand Village Commercial District			X	TP/PB/TC	
Adopt Waterfront District			X	TP/PB/TC	
Amend Commercial Service		X		TP/PB/TC	
Expand Commercial Service			X	TP/PB/TC	
Amend Residential B District			X	TP/PB/TC	
Develop unified Land Development Code to correct deficiencies and inconsistencies with existing ordinances		X			\$2,000 - \$5,000
Provide clear link to open space plan and scenic resources in subdivisions ordinance open space requirement		X		TP/PB/TC	
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				

<b>FISCAL CAPACITY IMPLEMENTATION STRATEGIES</b>					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
Seek additional funding sources (grants)			X	TM/TP	
Utilize user fees to improve equity in service costs			X	TC	
Maintain a consistent 5 year capital improvement plan (see table F.C. 9)		X		TM/TC	
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				

REGIONAL RESOURCES IMPLEMENTATION STRATEGIES					
	PRIORITY			RESPONSIBLE PARTIES	POSSIBLE COSTS
IMPLEMENTATION STRATEGY	I M M E D I A T E	H I G H	M O D E R A T E		
Maintain relationship with Municipal Review Committee and Penobscot Refuse Disposal District			X	TC/TM/PW	
Review multi-use concept for Marina			X	TC/TM	
Coordinate Sewer plans with City of Bangor			X	TC/TM/PW	
Coordinate Water Plans with Hampden Water District and Bangor Water District			X	TC/TM/PW	
Maintain contacts/representation with BACTS			X	TP/TM	
CC - Conservation Committee CEO- Code Enforcement EDC- Economic Dev. Comm. HP - Historic Preservation Comm. PB - Planning Board PS - Public Safety	PW - Public Works RC - Recreation Committee TA - Tax Assessor TC - Town Council TM - Town Manager TP - Town Planner				